

# National Civic Review

(Formerly National Municipal Review)

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September 1959

Volume XLVIII, No. 8

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- They're Servants, Not Whipping Boys  
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Is World Concern



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## National Civic Review

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## ***News of the League***

# **Great Air Base to Host Delegates**

A many faceted entertainment program ranging from a special performance of the nationally known Springfield Symphony Orchestra to a visit to one of America's most potent Air Force bases has been prepared for the National Conference on Government in Springfield, Massachusetts, November 15-18.

Hollis M. Carlisle, chairman of arrangements, said the entertainment program will start soon after visitors arrive on Sunday, November 15, and is tentatively scheduled to include a post-conference tour on Wednesday afternoon, November 18.

A highlight of the program will be the visit to Westover Air Force Base in nearby Chicopee, headquarters for the Eighth Air Force and home base for 45 giant B-52 Stratofortress bombers.

The visit to Westover is scheduled for Monday afternoon and evening. Buses will transport conference delegates to Westover about 5 P.M. and after a tour of the base and flight line the visitors

will get a close-up view of a Strategic Air Command air alert.

A cocktail hour and buffet supper will follow in the plush Officers' Club. Then comes a short briefing session on the role of the Eighth Air Force and SAC, topped off with a more relaxing revue by the United States Air Force Band and crack entertainers from the Air Force spectacle "Tops in Blue."

The 80-piece Springfield Symphony Orchestra, under the direction of Robert Staffanson, will present a special concert Sunday evening in Springfield's municipal auditorium. A pre-concert dinner also is being arranged. Guest artists from New York will augment the regular complement of musicians who, in their sixteenth year, are considered one of the finest small-city orchestras.

The opening day tour will include visits to Storroroton, a colonial square on the spacious grounds of the Eastern States Exposition, largest fair east of

*(Continued on page 447)*

**In foreground is the Springfield Armory, founded by George Washington, which houses the famous small arms museum.**



# Members Get in on Policy Study

League members have been asked to fill out a short questionnaire to help the Committee on Policy and Program in the preparation of its recommendations to the governing Council.

At its second meeting, which was held July 27 at the Carl H. Pforzheimer Building, the committee studied background materials and decided to invite the membership's participation in the form of comments on the effectiveness of the League's program and publications and suggestions of additional activities during the next decade.

The committee has obtained the cooperation of the American Institute of Public Opinion in the process of analyzing the questionnaires returned. George H. Gallup, chairman of the League's Council, is director of the Institute.

League President Cecil Morgan participated in the all-day meeting, which was attended by all members of the committee: Thomas R. Reid, of Dearborn, Michigan, chairman; W. Howard Chase, New York; Edward J. Green, Pittsburgh; Mark S. Matthews, Greenwich, Connecticut; James M. Osborn, New Haven, Connecticut; Carl H. Pforzheimer, Jr., New York, and Harold S. Shefelman, Seattle.

Appointed by President Cecil Morgan to consider the future policies, plans, purposes and programs of the League in the light of the decade of the '60s, the committee will report to the Council at its annual business meeting to be held November 15 at the Sheraton-Kimball Hotel in connection with the 65th annual National Conference on Government.

## His Final Lecture Is Interrupted

In the midst of his final lecture, after 34 years of teaching municipal corporations at the University of Cincinnati College of Law, Murray Seasongood was interrupted by the invasion of the room by the dean, faculty and entire student body bearing a huge birthday cake with candles.

As a television camera recorded the event, which was an informal part of the process of making Mr. Seasongood professor emeritus, he was overwhelmed by expressions of appreciation of his long service.

After leading the movement in the mid-1920s to transform Cincinnati's reputation from that of being the "worst governed city" to the "best governed city," Mr. Seasongood, nationally known lawyer, lecturer and scholar, was elected mayor under the new charter. He was president of the National Municipal League from 1931 to 1934. He has been active as member or officer of many other important public bodies and private associations.

The "surprise party" was broadcast twice by a television station but Mr. Seasongood, preoccupied with other matters, confessed later that he failed Government, Springfield, Massachusetts.



Murray Seasongood

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## *Editorial Comment*

### **They're Servants, Not Whipping Boys**

**W**ITH both Alvin L. Reufer and B. Franklin Reinauer II it is possible to agree despite a diversity in their observations on the variable pleasures of public service.

Mr. Reufer is president of the board of education in Ridgefield (New Jersey). The other night at a budget hearing he unburdened himself thus:

I am sick and tired of such insinuations and carping questions. It is your budget and I don't care if you vote it down or not. If you want my resignation you can have it. This is the first time I have blown my top and I'm glad I've done it.

Mr. Reinauer, who is a commissioner in Ridgewood, addressed a Junior Chamber of Commerce at Clarksburg, West Virginia, and held out the delights of public officeholding and the penalties of not doing it:

*Reprinted from Bergen (New Jersey) Evening Record*

### **Too Long**

**T**HE keynote of yesterday's election was apathy, which resulted in part from the lack of interesting contests. The Democrats had no contests for state or county offices and there were only a few in the Republican primary. Are we to assume, therefore, that the voters are satisfied with the slates drawn up by the leaders of the party organizations?

Not necessarily. A good many voters, confronted with the long list

If there is mediocrity in politics it is your fault and mine because we have permitted mediocrity to develop by our refusal to participate and have let unqualified people assume places of importance by default.

Both gentlemen are right. The rewards of public officeholding are too often the abuse and innuendo that so disturbed Mr. Reufer. And the very abuse Mr. Reufer so vigorously resented is what helps to foster the mediocrity Mr. Reinauer so vigorously deplores.

There is a lesson in this, and the period of school board elections and budget hearings might be as good a time as any to repeat it. The men and women we choose for public office are doing a public service. It is our right—indeed duty—to observe and comment on their deeds and views. But they are not rogues, and it casts no credit on the lazy rest of us to imply that they may be.

of candidates on the voting machines . . . probably were disgusted with some of the selections but glad to be spared the difficulty of making many choices. As a practical matter it is asking the impossible to expect voters in a large city to inform themselves about the merits of numerous candidates for minor offices.

Yesterday Chicago voters saw 34 names on their ballots or voting machine lists. The number would have been doubled or tripled if there had

been contests for each office. Among the offices were clerkships of two courts, state and county school superintendents, three trustees of the sanitary district, ten county commissioners. In some elections

we are called upon to vote for candidates ranging from president of the United States to county coroner. Many winners are determined by such irrelevancies as name, nickname or position on the ballot.

*Reprinted from Chicago Tribune*

## To Meet the Population Upswing

AT A convention of the National Municipal League in Colorado Springs . . . Dr. Alonzo B. May, University of Denver economist, predicted an enormous population growth in the early Nineteen Sixties that would force huge outlays for which state and local governments should be planning in the next two years.

All of the speakers at the League's convention agreed on the explosive upsurge in population growth over the next two decades. It would produce, they believed, a national population of at least 225 million by 1975 and would intensify already perplexing metropolitan problems.

Not much imagination is required to realize what these metropolitan problems are and how they tie in with intercity and suburban problems. Transportation difficulties, traffic jams, slums, crowded schools —these are only a few of the puzzles that currently bewilder us, long before 1975.

The problems are bad enough in the older cities, such as Philadelphia, where the widening of narrow streets and the demolition of long outgrown structures runs into vast sums of money. But they threaten to be even worse in a few years in some of the suburban areas. Many of these new communities have shamefully inadequate sanitary facilities, dead-end streets and little or no provision for public parks.

What is going to be necessary at the state level is a strong effort to bring into being the kind of planning that relates one township to another in orderly development; that requires communities to seek to avert stifling congestion that promises to be the certain result of hit-or-miss construction now going on in many places.

It will be the particular task of a . . . state administration and the . . . legislature to look to the future; and to prevent, so far as they are able, costly, even disastrous, mistakes in urban and suburban development.

*Reprinted from Philadelphia Inquirer*

# Operation Bootstrap

Newark's dramatic renaissance from bad politics and deterioration stems from inspired, devoted teamwork.

By LUTHER GULICK\*

**W**HAT makes Newark tick? What makes the old clock strike the hours with such youthful vigor? Remember when all a night-club crooner had to say was "I just come from Newark" to get a hot laugh? Well, it's all different now.

Something has happened. There is a new life in Newark, a new sense of destiny. It can be seen in the new towering metropolitan skyline, the modernized factories, new and spruced-up housing, a stunning new medical center, a new downtown combined YM and YWCA building, well kept parks, clean streets with rushing cars, buses and trucks, and the terrific ebb and flow of commuters. In fact Newark is the only large city in the world in which the daily commuters exceed the regular population as counted by the U. S. Census when they are asleep in their beds.

Two of the great assets of Newark are location and transportation. On the first firm, flat ground west of the New Jersey tidal swamps the city sits astride five of the nation's major freight and commuter rail-

roads, is fringed by a network of new thruways—the truckers' delight—and boasts a busy national airport and growing ocean port with modern docks, low-cost loading equipment, integrated warehouses and rail and truck facilities. Both ports are run by the Port of New York Authority on long term leases. Anyone who has been abroad will recognize that the Newark docks follow the deep pattern and direct transport connection scheme of the new Hamburg docks reputed to be the most efficient in the world for general cargo.

Newark has the great advantage also of being an integral part of the tri-state New York metropolitan area and is as near in time to the throbbing Manhattan center as are many parts of Brooklyn, the Bronx, Queens and Yonkers. And like all of these, the economic life of Newark rises and falls with that of the entire metropolis and any manufacturer or businessman can keep in touch with each change in world demand, or draw on the full gamut of "external economies" from the entire region—and in turn make his contribution to the nation's number one productive center.

But the main asset of Newark is people. These people, beginning with the first settlers in 1666, have shown that they are hard working, skilled, healthy, driving and, now, teamworkers. In fact this is the secret of the renaissance of Newark.

\* Dr. Gulick is president of the Institute of Public Administration (formerly director) and of the Governmental Affairs Institute, as well as director of the Government in Metropolitan Areas Project of the Edgar Stern Family Fund. City administrator for New York City from 1954 to 1956, Dr. Gulick has been consultant to numerous governmental agencies and is the author of numerous reports, articles, etc., in the metropolitan area and other political science fields.

This is what makes the old clock tick with new vigor. And here is how it happened.

Seven years ago a CIO labor leader and an ADA political party chairman decided to do something about the rotten scandal-ridden city hall, with its incredibly inefficient government. They talked to the editor of the *Newark Evening News* and with his backing they went to two top insurance executives, insurance being Newark's biggest and most powerful business. At this point the business executives decided on an even broader reform, drew in the long established and competent Bureau of Municipal Research, mapped out a fundamental plan of action and brought in the civic reform leaders including, of course, the women.

\* \* \*

When these forces got together, the picture was perfectly clear: business knew it couldn't continue to operate or expand in Newark, or attract new investment, without decent cooperation from city hall and a responsible attitude on taxes. Labor knew it was in trouble if business failed to grow or moved away. The bankers and the merchants knew they were on the skids if business activity and employment dropped. The government researchers and planners knew what had to be done to get the government and the town back on the track. The citizen leaders thought they could count on a public uprising against corruption and in support of good government if only the facts could be made clear and a bold plan of action could be produced with strong leadership. And the newspapers

could read the writing on the wall: unless something drastic was done, Newark was finished.

So everybody—except the old line politicians—pitched in together. With expert help a new businesslike city charter was adopted (1953), an able and forward-looking administration was elected and took over in city hall (1954) and began working with business. Taxes were cut and stabilized (1955). Instead of moving out of town as then contemplated, the insurance companies and others announced they would stay in Newark (1954) and started building fine new offices (1955); some old manufacturers followed suit (1957); and finally, these economic advances were matched with medical, educational and social improvements, with extensive urban renewal, slum clearance, new housing, new community facilities and new highway connections. On the money and planning side there was a lot of help from federal and state sources, as in other towns.

Thus the tide was turned. Newark, the laughing stock, the symbol of bad government, the city with a "bad business climate," the dying economy, took itself in hand, turned square around and headed for the new life.

Such has been the multiplier effect of contagious public and private investment that, it is estimated, in the last few years \$600 million has been spent or blueprinted for modernizing and advancing the public and private physical equipment of Newark, a gigantic sum for a town of 440,000 living in a space of 24 square miles.

The secret was teamwork. Every-

body knows that nine men cannot win a baseball game without teamwork; that eleven men cannot get far on the football field without teamwork and a good cheering section. Now Newark has proved that the same thing is true in a modern industrial city. And the team, they have found, must include labor, business, politics, research and community welfare and civic leadership.

\* \* \*

Pittsburgh and a number of other American cities, including Cleveland, Cincinnati, Detroit, Louisville, Philadelphia, St. Louis and a few others, are showing the same thing. In some of these another important member of the local working team is the local university. And when it comes to professional help from engineers, accountants and executives, there is a marvelous reservoir of ability right in the local offices of the major business establishments. Newark has found this out and has made good use of such men on loan from the companies. This kind of help to the community can only be arranged when city hall and business are working together toward the same end, the development of a sound climate for business and community living.

Newark has developed several pieces of machinery which are proving essential in this whole operation. Among these, the most significant are:

1. The new efficient city government under a new businesslike charter.

2. A permanent, official Newark Economic Development Committee. This committee, appointed by the mayor, includes eighteen nonparti-

san leaders of business, banking, labor and civic affairs. It meets monthly in city hall to find solutions for community problems and start coordinated action by all segments of the community, official and unofficial.

3. A permanent, unofficial Greater Newark Development Council. This council is the voice and the action arm of businessmen in support of economic development. It is self-organized, not appointed. It has a small paid staff and works through a dozen special citizen subcommittees whose members come from the whole region, not solely from Newark.

4. A permanent citizen-supported Bureau of Municipal Research. This is a small, independent research agency, supported mostly by business. The professional staff of the bureau learns the facts, informs the public, works with but not under city hall, and knows what it is talking about. Through the bureau, business leaders and the community get the facts and the professional advice they need to be effective citizens in a complex metropolitan world.

5. A permanent and now official Newark Commission for Neighborhood Conservation and Rehabilitation. This is an eighteen-member board also with a paid staff. Members are appointed by the mayor and include representatives from the professions, business and labor. Its goal is "better housing, upgrading codes, law enforcement, slum clearance, neighborhood conservation and rehabilitation, public education and citizen participation."

This is the machinery through

which the new teamwork has been focused and kept in motion. In fact, the Newark experience seems to indicate that the best way to keep teamwork going is to create a few permanent institutions for action. Otherwise, the original drive may wear itself out when people get tired of going to meetings and whooping it up for progress and reform.

Another thing Newark shows is the importance of keeping the commissions and committees small. For Newark eighteen seems to be the magic number, just big enough to divide the work, draw in some young fellows, get the major groups and leaders into the act, but not too big to sit around the table or in somebody's office or home. While most of the members live in Newark, one point of strength is the inclusion of men and women, even though they live outside, when their real work is in the city.

\* \* \*

Next we must note the high significance of full time, paid, professional staffs. The only way an automobile gets its power from the engine to the rear wheels is through the transmission. The paid staff is not only the transmission in civic affairs, translating the power of responsible leadership into practical action and subtly reflecting back road conditions and grades, but serves two other indispensable functions. The staff gathers facts continuously, analyzes complex situations, focuses the best technical advice and then draws up the first drafts of action documents and proposals. The staff is also a major center for public education once policies have been set by the respon-

sible committees, official and unofficial.

Without these professional assistants, even the best community leaders and executives are all but helpless in trying to deal with the complex problems of economic, civic and social life in any sizable city today.

The inside of a stuffed shirt is mighty scratchy for civic leaders with brains and a tender skin. Even so, leadership and hard work for community progress can be fun for busy business, professional and other men and women, provided they have the right tools with which to work. This is the function of good community machinery and competent staff work. Without such help, leadership is a killing job, full of blunders and frustrations.

Newark has the normal run of civic, commercial, cultural, political, fraternal, charitable and religious organizations. These play an important part too. But the unique equipment with which the renaissance of Newark is being engineered are the five bootstraps listed above.

Newark teaches another important lesson: The success of each major program depends on the coincident success of all the rest.

In the modern city, you don't bring the business district back to life unless you do something also about slums, housing, traffic, community services, good government and taxes. And you don't stop the slums unless you also do something about transportation, jobs, better codes, enforcement, neighborhood rehabilitation, recreation and public education. You don't make progress on traffic congestion unless you deal

at the same time with planning, street patterns, parking, zoning, lands for industry and housing. And you don't get federal aid for renewal unless you make comprehensive and regional plans. It looks as though the twentieth century battle to save the city has to be won on all fronts at the same time and that a terrific burst of progress on any one sector will soon evaporate unless it is bolstered by progress on other sectors at the same time.

\* \* \*

While Newark has the five bootstraps, it is interesting to note there is a lot of planned interlacing between boards and that the professional staffs work together continuously, each in its special field. In this way the whole enterprise is interlocked and the success of each program adds to the success of all the rest. The end product is a balanced whole.

Many Americans think that "city politics stinks." They vote occasionally, complain and pay taxes, but they don't want to get "dirty" messing around with the politicians and "tax-eaters" at city hall. That is where Newark was—and not without some reason—less than ten years ago. But then some business, labor and civic leaders came along with a new idea. They changed the climate not only at city hall but also in the whole economy and community life.

And in doing this a genuine partnership has arisen between businessmen, labor men and politicians. They are not "lying down in the same bed" and forgetting their special concerns. But they are joining hands for general community development, knowing that this benefits them all and that without this they will have less and less to divide.

And the business leaders are not seeking to become amateur politicians or to take credit for the things done or the responsibilities assumed by the political leaders. The collaborators know each other's competence and respect each other.

There are still plenty of problems for Newark. But these are now not the problems of disintegration and abandonment. They are the problems of internal growth, of urban renewal and of Newark's place in the total New York metropolitan economy. Not without reason is there a belief in Newark that teamwork can solve these problems too, and at the same time show the whole metropolitan area how to go forward with confidence.

After all, men make cities. They build on available resources, unlocking these values only through human energy. When men think together, dream together and work together, are there any limits as to where they can go? Not in Newark.

# Dragnet in Real Life

Bill Parker, Los Angeles chief of police for past nine years, fights for public decency and safety.

By KARL DETZER\*

AT 12:45 A.M. that warm night in Los Angeles, an off-duty rookie policeman named Bill Parker was riding a street car home from work. He had just finished walking his beat for eight hours. Tired and sleepy, he leaned back, trying to relax, then suddenly sat up straight. A big man carrying a woman's fur coat had run past the window and, panting, swung up into the car. The new passenger stood well over six feet, weighed at least 200, had long arms, big knobby hands and small, close-set eyes in a broad, seamed face.

Something about him reminded Parker of a "man wanted" description he had read somewhere, perhaps on one of the circulars tacked to the station house wall. The fur coat that the big fellow carried looked expensive. Parker edged toward him. "Where'd you get the coat?" he asked quietly.

"What's it to you, cop?" the ugly fellow snarled and turned away. But the rookie persisted. Whose coat was it? What was the big man doing with it? Why had he been running? The questions finally

brought out an unlikely story and the young policeman, signaling the motorman, told the big man: "You're under arrest. I'm going to hold you for investigation."

It took several minutes to search the surly prisoner, relieve him of a long-bladed knife, pry him off the streetcar and drag him, protesting and resisting, to a police call box. Twice before the patrol wagon arrived the suspect tried to escape and twice Parker overpowered him.

At headquarters Parker's catch was identified as a badly wanted maniac called "Jack the Ripper," who for weeks had terrified San Francisco by attacking and slashing citizens with a long knife. Rookie Parker had struck pay dirt in his first major arrest.

That day in 1928 fellow officers patted him on the back and predicted he would go a long way. He has done just that. Today Chief of Police William H. Parker heads what many experts call the best big city police force in America. Since he stepped into the top spot nine years ago he has set an example of stiff-necked integrity, of refusal to compromise, that now reaches down through the ranks to the newest recruit on a beat. This has earned him the respect of most good citizens of Los Angeles and the undying hatred of the underworld.

Since that long ago night on the street car, Parker has taken on many

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men, from two-gun hoodlums in turtleneck sweaters to "respectable" racketeers in white tie and tails. He has locked them up, harassed them out of town, sent them to prison, smashed their schemes, heard many of them threaten, "I'm going to kill you!"

But threats never stop Bill Parker. Nor do they slow him down. They only enrage him and drive him to work harder to make his department more efficient and Los Angeles a safer, cleaner place in which to live. Despite the splendid job he has done, Parker is a controversial figure. He enrages not only the underworld but a certain type of "good" citizen who would never think of trying to stick up a bank but who delights in evading those laws with which he does not agree. One such man, who had known the chief for years, braced him one morning in a corridor of police headquarters.

"Look, Chief," he said. "One of your motorcycle cowboys hooked me for speeding last night. I told him you were a friend of mine but he just went on writing my ticket."

"Let's see that citation," Parker said. He noted the name of the officer who had issued it, then handed it back. "An excellent man," he said, "and the place you turn this in is over at traffic court, not here."

Though he is sometimes charged with being a little smug in the way he stands resolutely on the side of the angels, Parker has proved that, as long as he is chief, no one is above the law. He knows that once any police department begins to make exceptions, for any reason, in the enforcement of any law, it is

starting down the path to bribery and corruption.

His men share his conviction that there must be no exception when it comes to enforcement. Recently, for example, a high ranking Los Angeles police official, off duty, was stopped by a young deputy sheriff in a neighboring county, charged with speeding. The Los Angeles officer knew that he need only flash his own gold badge and the young deputy would quickly send him on his way. But this senior officer kept his badge in his pocket and, like any other violator, he accepted his ticket, paid his fine.

\* \* \*

Tall, spare, 57 and graying, Parker is a studious-looking soft-spoken man, except when angry at someone who tries to evade just punishment. Then, as one staff member reports, "He can burn the paint right off the walls." But usually he is dignified and unobtrusively erudite. He can handle himself as nimbly in solemn debate as in a rough-and-tumble on a street corner—and he prefers debate.

Though Parker obviously believes an officer must take care of himself in tight situations, he has no use for the old-fashioned, hard-knuckled cop. His men make a big point of being polite even to the drifters and "winos" along Skid Row. The good officer, Parker says, must be both firm and gentle while handling even the most obnoxious fighting drunk. Quickest route to suspension from duty is through use of "unnecessary force."

Parker's own record shows that he's always practiced what he

preaches. Once, as a young patrolman, he arrived at the station house to find a burly officer on the sidewalk beating a diminutive bail bondsman. The bondsman was a slimy, hateful character but the cowardly attack by the big officer enraged Parker and he jumped in to protect the victim.

The other policeman, astounded and furious, pulled his gun. Parker who is quick on the draw even by TV standards, had his own gun out swiftly and the two patrolmen stood covering one another while the bondsman ran. Soon other officers disarmed the bully and young Parker's reputation for fairness spread through the department.

\* \* \*

Bill Parker came to Los Angeles 37 years ago, with only his high school diploma in his pocket, from the little mining town of Lead, South Dakota, where he was born. He soon found a job on the police force. It would be only temporary, he thought. He wanted to take some college courses and the policeman's eight-hour day would permit him to attend lectures and bone up on his homework.

While working the daylight shift Parker attended evening classes; when he patrolled at night he went to school by day. In time, he was graduated, finished law school and was admitted to the bar but by then he had earned the proud stripes of a sergeant and decided to remain with the police.

Parker rose rapidly in the force by displaying both intelligence and cool courage. Old timers in the department say: "He never asks one of us to take on a job he wouldn't

be willing to do himself and alone." They tell about the time he was a sergeant and his lieutenant, evidently believing that young Bill had been getting too many good breaks, sent him on a perilous mission. A small shopkeeper had gone berserk, was holding two employees prisoner and threatening everyone who approached.

"He's got a repeating shotgun," the lieutenant said. "Go take it away from him and bring him in."

"Yes, sir," Parker replied and hurried to the shop. The owner of the place was visible through the glass of the locked door. He waved the gun at Parker and ordered him away. Parker calmly knocked.

"Keep out!" the madman yelled; Parker knocked again. Keeping him covered, the owner approached and began to explain his imagined troubles. But Parker pretended not to understand and calmly, persuasively insisted that the fellow open the door to make himself heard. He did at last and Parker grabbed the gun before he could shoot. It had five shells in it.

When Parker became chief, he immediately stepped up the training program until now it stands second to none. Only a minute percentage of applicants for Los Angeles police jobs today win a badge. First test is character. Every would-be policeman's record is scrutinized minutely. His family, friends, neighbors, fellow workers, even occasional companions are thoroughly investigated. If a single blot shows up on the applicant's record, he is dropped.

If he does survive, he faces rigid mental, psychological and physical tests before he becomes a "cadet" at

the city's Police Academy on a quiet, wooded mountainside. The twelve hard weeks there—eight hours a day in classroom, gymnasium and on rugged mountain trails—eliminate all but the stoutest hearts and muscles and the sharpest minds. But the recruit who finally gets into uniform is on his way to the highest police salaries paid by any large American city. Even if he remains a mere patrolman for twenty years, he will be earning \$6,540 a year.

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Parker insists that all his men stand periodic physical examinations. If a man is overweight, a department doctor prescribes strict diet and daily exercise. If his weight is not down to normal in a reasonable time he must stand trial for "willful disobedience of orders." There is not a bulging bay window on the force.

He requires stiff in-service training for all ranks at the mountainside academy and the training includes books as well as ballistics. Brains, the chief believes, are even more important than brawn. Whenever possible, policemen who want to go to college are given assignments that do not conflict with classes. Here again Parker leads his men by example. He not only keeps himself in top physical trim by daily exercise and cautious diet but has continued his own studies, chiefly in sociology, criminology and law. In 1956 he was admitted to practice before the U.S. Supreme Court.

Parker believes that one smart, well educated officer, properly trained and physically fit, is worth a whole squad of inferior men and he has proved his point. Los

Angeles has only 4,500 policemen, fewer than two per thousand people, compared with more than three per thousand in other cities of its population class. But, spread thinly as they are, Los Angeles police none the less apprehend and arrest a higher percentage of criminals than most large communities. Moreover, the city's police costs are the lowest of all cities of more than a million population, only \$16.05 per capita, compared with an average of about \$18.

A number of factors combine to make Los Angeles a headache for any conscientious police chief. The city's area (456 square miles) is the world's largest. Its population ranks third in the United States. Large undigested racial and foreign colonies include 250,000 Mexicans or citizens of Mexican parentage, 57,000 Orientals, 300,000 Negroes, several hundred thousand Europeans. Perhaps one resident in four belongs to one of the "minority groups." In addition there is Hollywood.

The skin-deep charm of certain notorious film cuties fails to dazzle Parker, however, and he boils over when the press refers to some common thug as "the boy friend of a glamorous star." One "boy friend" is a pint-sized ex-convict called Mickey Cohen, a man of flamboyant tastes and sinister reputation who claims he is "retired." The chief, he complains, is trying to "harass" him out of town. Parker neither denies nor affirms the charge but he sees to it that Cohen is brought in for questioning whenever there is a shooting in the underworld.

This annoys Cohen, who, inter-

viewed on TV in 1957, made a vicious attack on Parker. The chief promptly sued the network and won a settlement of \$45,000 and costs. He is as proud of the verdict as he is of the Purple Heart he won in France as an officer in World War II.

The international border near his city encourages narcotics smuggling and Parker combines his attacks on this racket with his training program. Picked members of each recruit school class are sent out in plain clothes as their first assignment, to mingle with and get evidence against narcotics sellers. Coached by experienced members of the "dope squad," they impersonate addicts. Each trainee knows that if his real identity is discovered, he faces sudden death. With the evidence they gather, the entire department on a certain night is mobilized for a series of raids. One recent raid netted 200 persons, 120 of whom were dope "pushers."

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Parker is convinced that more than half of all robberies, burglaries and other serious crimes stem directly from the dirty traffic in dope. Halt that, Parker says, and crime rates will tumble.

Likewise, halt gambling and organized crime will be dealt a heavy blow. When he first became chief Parker ordered all gambling rooms closed at once. This was done. Gamblers moved, were raided, moved again, were raided again. Within a year professional gambling had stopped in Los Angeles. "Respectable" gambling such as church bingo and club house slot machines has

been eliminated too despite irate protests. "If the people want to make it legal, they can do so via the ballot box," explains Parker. "Meanwhile we'll enforce the law."

One problem Parker does not claim to have solved is traffic. Despite an average of 3,500 violation tickets a day, 97 per cent of which result in conviction, the city's traffic is a mess. The thousand automobile accidents a week result in an average of four injuries an hour, day and night, and someone dead every 22 hours. Unable to find other vulnerable spots, Parker's enemies often attack him on this basis. But responsible city officials know that the traffic problem is not wholly a police problem. It's a matter of engineering and construction, of diverting millions of automobile passengers to public, off-street transportation, which today does not exist.

When Parker was first appointed chief, smart city hall reporters wagered that he would not last six months. He had neither the "glamour" to appeal to the man in the street nor the spirit of compromise that would endear him to many politicians. But after serving longer than any other chief in the past several decades, he has proved that he needs neither glamour nor political pull—that honesty and intelligence, enthusiasm and hard work are all that it takes to build an efficient police force.

So Bill Parker fights the good fight for public decency and public safety. As long as enough of the people of Los Angeles support him, the hoodlum's lot will be an unhappy one in the land of glamour and smog.

# Efficiency Pays Off

Citizen action over past decade has brought good government with competent officials to Phoenix.

By PAUL KELSO\*

**S**INCE January 1950, the city of Phoenix has twice won All-America City honors. The first award, for 1950, was for the revitalization of council-manager government, and the second, for 1958, was for "note-worthy accomplishments resulting from alert, continuing citizen participation," with special emphasis upon the capital improvement program developed by the Phoenix Growth Committee of 464 citizens in 1957.

While remarkable in themselves, these achievements are simply high points in a ten-year record of extremely able municipal government. Since 1950, when a new council took office pledged to appoint a qualified city manager and to implement other provisions of a revised council-manager charter, Phoenix has given its residents a growing volume of services in a highly efficient manner despite the serious problems raised by rising costs, the expansion of industry and the phenomenal growth of area and population.

Chiefly through a series of annexations between January 1, 1950, and July 1, 1959, the city's area has been expanded from 16.4 to 110 square miles, an increase of over 570 per cent, and its population from 102,584 to an estimated 363,880, an increase of almost 255

per cent. The most recent annexation, the largest in its history, occurred in April when the city extended its boundaries to include three areas with an aggregate size of 57.4 square miles.

The city has raised the level of performance of the hundreds of routine administrative tasks which individually are often relatively insignificant but which collectively represent a goodly portion of all administrative activities. In addition, it has provided its residents with a broader range of services and has conducted a number of programs which are outstanding because of their scope, content or excellence of administration.

Phoenix has increased the number of its parks, playgrounds and swimming pools and has broadened its recreational program to include programs for all age groups.

Since an arterial street improvement program was started in 1950, the city has completed seven major street projects (as of February 1959) and resurfaced more than 120 miles of pavement. In August 1951, it began to modernize the street lighting system and by May 1959 had installed 13,285 new street lights.

A fire department expansion program which got under way in 1950 has given Phoenix thirteen new or remodeled fire stations. The department was selected as the national

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grand award winner of the 1957 fire prevention contest for having the most effective fire prevention program of any of the nation.

The police department in 1958 cleared 68.8 per cent of reported robberies and 43.9 per cent of reported burglaries by arrest as compared to a national average of 42 per cent of robberies and 28 per cent of burglaries. Effective programs of traffic safety and enforcement have won it numerous awards for school traffic safety education, excellence in traffic engineering, traffic law enforcement, traffic safety contest program, and public information activities in conjunction with the national traffic safety contest.

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Work is in progress on an extensive program to redevelop and rehabilitate slum and blighted areas. The recently organized urban renewal department plans to clear and redevelop completely two slum areas and, in large part through vigorous enforcement of the housing code, to rehabilitate two blighted areas.

Easily the most remarkable program of the decade is the current \$70 million capital improvement program, authorized by the voters in May 1957. Funds raised through bond sales are being spent to enlarge the water and sewage systems, expand park and recreational facilities, further improve city streets, construct a new municipal building and improve the city jail and public library. Phoenix Sky Harbor Airport, which since 1950 has been developed into one of the outstanding airports of the nation, will be another beneficiary of the program.

Numerous projects have been completed. The program will continue for at least five more years.

Behind the accomplishments of municipal government in Phoenix are several related factors: (1) The continued interest and support of leaders of major economic and social groups and the acquiescence at the very least of a large majority of other residents; (2) the vigorous leadership of the mayor and council and of the city manager; and (3) the high quality of administrative, personnel and fiscal organization and methods.

Active, organized citizen interest in Phoenix government began in 1947 when a group of civic leaders, aroused by the chronic ineptitude and lethargy of the city administration, organized a Charter Revision Committee whose work, when accepted by the voters in 1948, laid the groundwork for effective council-manager government by concentrating policy-making responsibility in the mayor and council and administrative authority in a qualified city manager.<sup>1</sup>

When the mayor and council ignored the opportunities for effective government offered by the amended charter, leading citizens, including many members of the Charter Revision Committee, formed a Charter Government Committee which was the principal factor in the election of a mayor and council pledged to carry out the charter.<sup>2</sup> On taking office on January 3, 1950,

<sup>1</sup> See "Phoenix Charter Rises Anew," by Paul Kelso, NATIONAL MUNICIPAL REVIEW, April 1949, page 176.

<sup>2</sup> See "Phoenix Makes New Start," by Paul Kelso, NATIONAL MUNICIPAL REVIEW, September 1950, page 383.

the new mayor and council took the first step toward more effective administration when they appointed as city manager Ray W. Wilson of Kansas City, a graduate of the Cokingsham school of municipal management.

This and other councils, working in close and harmonious relationship with the manager, have made Phoenix one of the best governed cities of the nation. The Charter Government Committee has probably been the decisive factor in the election of charter candidates by substantial majorities in every biennial election since 1949. Effective, organized opposition has been minimal since 1955, when there was some danger that dissatisfied groups might overthrow the charter candidates for mayor and council.

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Citizens have also been encouraged to take an active role in Phoenix government through advisory committees. The new housing code adopted this year, for example, culminated "six months of hard work on the part of a 34-member citizens' advisory committee." When the park and recreation department early in 1959 began the development of three new community parks, it sought advice from committees comprised of residents of the areas concerned. In connection with a "Keep Phoenix Clean" campaign, a citizens advisory committee was formed to coordinate the work of several cooperating civic organizations. The successful campaign of the Phoenix council last year to repeal the firemen-initiated ordinances fixing the length of the work week and pay for firemen was sup-

ported by a 500-member Citizens Committee Against Higher Taxes.

The Phoenix Growth Committee consisting of 464 representatives of major civic groups, which between November 1956 and May 1957 developed a \$70 million capital improvement program, furnishes the most remarkable example of citizen action. Working through a series of subcommittees, it studied engineering and city staff reports dealing with the capital projects needed to provide services and facilities for the rapidly growing population of Phoenix and its urban fringes. The committee in fact formulated the capital improvement program, with the city acting in an advisory capacity. It also campaigned for citizen approval of a \$70 million bond issue to finance the program. After the election, a Citizens Bond Advisory Committee was named to counsel the city on the sale of bonds.

Councils since 1950 have been pledged to the maintenance of vigorous council-manager government. Their members have shown commendable insight into the problems of an expanding community and a readiness to authorize needed programs of services and facilities. The four mayors since 1950, Nicholas Udall, Hohen Foster, Frank G. Murphy and Jack Williams, have provided leadership for the council and the community. Both mayors and councilmen have campaigned actively for new policy and program proposals and have shared in the work of explaining municipal activities to the community.

Aside from the basic factor of mayor and council, the most significant personal element in the Phoenix

picture of the past decade has been City Manager Wilson. He is a slow-spoken individual with a deceptively somnolent air which tends to belie his capacity for dynamic administration. He has maintained close and cooperative relations with mayor and council, advising, warning and recommending with respect to policy. In the best copy book fashion, he attempts to give the council full credit for policy achievements. Wilson's status as one of the top municipal administrators of the nation may be attributed not only to his working relations with the council but also to his curiosity and imagination, his ability to take decisive action, his capacity for delegation and communication, his stress upon planning and his skillful use of public relations.

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From the very beginning, the manager has been keenly sensitive to the relationship of proper methods and procedures to efficient, economical administration. The prompt payment of bills, the selling of surplus materials by bid, the imposition of controls in the use of city vehicles, the institution of new purchasing techniques, including the adoption of standards and specifications wherever feasible, and the application of machine methods to municipal operations are examples of changes which have provided better administration at a saving of thousands of dollars annually.

Numerous administrative and procedural manuals have been prepared. The finance department, in cooperation with other agencies, is currently engaged in a study to determine whether paper work can

be simplified or eliminated, whether improvements can be made in airport accounting and billing procedures and whether water billing and accounting can be mechanized.

The administrative staff of Phoenix is marked by a high degree of professionalization. This quality is the product of the careful selection of department heads and other key officials, an extensive training program, the encouragement of staff members to participate in the work of professional conferences and to prepare articles for publication, the development of a municipal library covering the various fields of management and the giving to employees of an opportunity to participate in decision-making and the formation of programs. Too, the reputation of the city has tended to attract abler personnel.

Training is literally an administrative way of life in Phoenix. Between 1950 and July 1959, the city offered 236 in-service training courses, a number repeatedly, in which enrollments totaled 19,229. Many employees took more than one course. In June of this year, at the formal graduation exercises for employees who had completed training courses during 1958-1959, a total of 1,748 certificates were awarded to 748 employees who had completed 63 training courses. In addition, there were 5,818 enrollments in 21 other courses for which certificates were not given. The employees who finished certificated courses spent 26,744 hours in class, 24,024 of which were on their own time.

Improvements in financial organization and management and the

installation of fiscal planning have been indispensable to substantive achievement. The first of a series of changes was made in 1950 with the organization of a finance department, the overhauling of the accounting system and the preparation of a budget document marked by general conformity to the pattern devised by the National Committee on Municipal Accounting of the Municipal Finance Officers Association.

The annual financial report for 1952-1953 received a certificate of conformance from the Municipal Finance Officers Association for excellence in financial reporting. Phoenix in 1958 adopted a new standard classification of accounts based upon the classification of revenues and expenditures recommended by that association. In 1958 the association awarded a certificate of merit to John L. Williams, city finance director, for his "contribution toward the solution of financial problems related to growth and urbanization in Phoenix."

Phoenix has had a property tax rate of \$1.75 per \$100 valuation since fiscal 1956, as compared to \$2.28 for fiscal 1950. The reduction was made possible by the revenues produced by a sales tax of  $\frac{1}{2}$  of 1 per cent inaugurated in April 1949, efficient tax administration, the broader tax base brought by annexation and efficient administration in general. The regressive features of the sales tax are ameliorated by the estimated payment of about 50 per cent of the total collections by non-residents. To raise an amount equivalent to sales tax reve-

nues for fiscal 1958, the city would have had to increase its property tax rate \$1.26. The tax rate undoubtedly has been a major inducement in Phoenix' efforts to persuade fringe dwellers to support the annexation movement.

Because of its growing responsibilities and aspirations, Phoenix since 1950 has placed special stress upon research and planning. The city planning department was reactivated in 1950, a division of budget and research was created in 1953 in the department of finance, and a Joint City-County Advance Planning Office, to plan for the entire metropolitan area, was established in 1958. For the past several years department heads, whose duties include research and planning, have been asked at the January staff meeting, "What are your wishes and hopes for the better Phoenix of the future?"

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The Joint City-County Advance Planning Office was set up because of the awareness of the inseparable relationship between the problems of Phoenix and those of the metropolitan area of which it is the center. The office, either directly or on a contract basis, is working on or expects to work on an economic base study, unified city-county zoning regulations, uniform subdivision regulations, and plans for land use, major streets and highways, major business districts, housing, public buildings and other facilities for city and council, school parks and recreation areas, transit and transportation, and long-range public works.

Established as the administrative planning arm of the city manager, the division of budget and research makes studies of organization and methods in all areas of city government, assists in the preparation of the annual budget and various annual reports, and engages in special research projects.

The distinguished Phoenix intern program is directed by the division of budget and research. Starting in 1950, the city each year has employed two or three college students who have completed or are completing requirements for a master's degree in public administration. The interns have a full share of the research and reporting activities of the division. As of the end of June 1959, 29 interns had completed the program.

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By sedulously wooing the citizens through a formal public relations program, in addition to providing them with excellent government, the city administration has won the citizen support without which its accomplishments would have been of a lesser order. Councilmen, manager and department heads are accessible to ordinary citizens and to newspaper reporters. On the assumption that good government by itself is no sure guarantee of popular support, the city administration has systematically informed the public of its activities and achievements. Regular publications are the *City Manager's News Bulletin*, the *Monthly Review* and *The City Manager's Summary of Activities*.

The city manager has insisted that switchboard operators, who in

February 1959 received a total of 120,140 calls, be courteous and able to route calls quickly to the proper office or official. The city's emphasis upon courtesy resulted last year in the disciplining of a police officer who replied in sarcastic vein to the note left by a motorist on an out-of-order parking meter.

What does the future hold for government in Phoenix? There is the unlikely possibility that citizens may become surfeited with honest, efficient and apparently infallible government. Present scattered opposition might coalesce and new opposition develop if the city administration, which has pledged no increase in the property tax rate because of the capital improvement program, should be compelled to raise it for other reasons. If present efforts should succeed in organizing a new daily newspaper in opposition to the Pulliam press, whose two dailies have consistently supported progressive local government, there is no assurance that the new paper will support the present city administration. There is some possibility that the city administration might be unwillingly dragged into a bitter partisan fight between the rival newspapers.

On the other hand, the expansion of the city by the inclusion of new residential suburbs should provide additional support for the administration and dilute what little influence still remains to old, dissident factions. In view of the record and current trends, there is the probability that the Phoenix government for the foreseeable future will continue to maintain the high standards which it has established since 1950.

# News in Review

**City, State and Nation . . . . .**

*H. M. Olmsted, Editor*

## Oregon to Vote On 13 Amendments

### New Law Guards Against Disability of Governor

THE 1959 session of the Oregon legislature approved thirteen proposed constitutional amendments for submission to the people at the next primary or general election, according to Oregon Tax Research. Their subject matter is briefly as follows:

To authorize the legislature to adopt proposals for revising the state constitution and submit them to popular vote instead of being required to hold a constitutional convention for that purpose.

To allow the legislature to provide by law that voters otherwise qualified may vote for president and vice president of the United States without having had six months' residence in Oregon as now required.

To give the legislature power to provide for continuity of state and local government in case of enemy attack.

To permit the legislature to provide that any elective public office becomes vacant whenever a person holding such office is elected to another public office more than 90 days prior to the expiration of the term of office he is holding.

To require judges to retire at age 75, or earlier if the legislature or the people establish a lesser age for mandatory retirement, but not less than 60; also to authorize the legislature or the people to provide for recall of retired judges to temporary active service on the court from which retired.

To provide that legislators' terms shall begin on the second (rather than the first) Monday in January, thus coincid-

ing with the opening date of the state legislature.

To increase the annual pay of legislators from \$600 to \$2,100. This is to be submitted to the people at the May 1960 primary. A companion bill would provide for the same increase but without popular vote; this is expected to result in a test case to decide whether the legislators have the legal authority to set their own salaries.

To permit criminal charges to be brought by a district attorney by "information" as well as under an indictment.

To authorize issuance of \$40 million in general obligation bonds to construct, improve, repair, equip or furnish state buildings; not more than \$15 million to be issued in a biennium.

To authorize home rule counties to finance local improvements by bonds.

To increase the limit with respect to revenue bond issues for self-liquidating projects of the Board of Higher Education from three-fourths of 1 per cent of the total state assessed valuation to the same per cent of true cash value; this would almost double the dollar limit.

To provide that ad valorem taxes levied by any taxing unit in which a redevelopment project is located may be divided so that those levied against increases in true cash value resulting from such projects may be used to pay debt service on bonds issued to finance redevelopment or urban renewal projects.

To increase the legal maximum of state indebtedness for the veterans' home and farm loan program from 4 per cent of the state's assessed valuation to 3 per cent of true cash value.

### Gubernatorial Disability

The legislature also adopted a law providing for replacement of a governor in case he is unable to discharge the duties

of the office. According to *State Government News*, it permits the person next in line as governor, or the chief justice of the state's Supreme Court, to call a conference consisting of the chief justice, the superintendent of the state hospital and the dean of the medical school of the University of Oregon, to examine the governor if there is reason to believe him to be incapacitated. After examination, or after being unable to conduct one because of circumstances beyond control of the conference, its members are directed to take a secret ballot. If they find unanimously that the governor is temporarily unable to discharge his duties the next in line for the office is to be notified and may act as governor until the regular governor is able to do so.

Whenever a displaced governor believes his disability is removed, he may call for an examination by the conference, which may restore him to office by a secret unanimous vote finding that he is able to resume his duties. The findings of the conference in the replacement or restoration of a governor are to be made public.

## Minnesota Adopts Reapportionment Act

Faced with the threat of federal court action,<sup>1</sup> and aware that 1960 census figures would show even more the glaring inequalities between existing districts, the Minnesota legislature, in an extra session called primarily to find new revenues, finally agreed to a state redistricting and reapportionment measure, the first to be passed since 1913.

The new legislative districts, which become effective in 1962 when the next election of state senators occurs, are a far cry from the equality of representation called for in the state constitution, but they do reduce present over-all in-

equities as between rural and urban areas by granting to Minneapolis and Hennepin County eight additional representatives and four additional senators, and to St. Paul and Ramsey County two more representatives and one senator.

Exact population figures for the new districts are not readily available but it is estimated that on the basis of 1950 census data the districts in Minneapolis and Hennepin County will vary from 34,472 to 70,492. Each district has one senator and two representatives.

Outstate, based upon 1957 population estimates, the senatorial districts vary from 27,716 to 54,901 and representative districts from 10,150 to 36,235. The 1957 estimated population averages are 44,515 for Senate districts and 22,767 for representative districts. Most of the district boundary changes occurred in the metropolitan areas. The House of Representatives was increased in number from 131 to 135, thus accommodating some of the new urban representation in that body without too much readjustment outstate.

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A companion measure in the form of a constitutional amendment was also passed, designed to restrict urban representation in the Senate after 1970. It provides that the five counties adjacent to and including the county with the state capital shall, regardless of population, have only 35 per cent of the members of the Senate. It was generally understood that many rural members, and probably some from the cities, were finally persuaded to vote for the reapportionment bill only on condition that the proposed amendment also was passed.

A governor's committee on reapportionment had proposed before the session began that the area principle of representation be recognized by using the county as the basis of representation in the House of Representatives and an amendment incorporating this proposal was adopted in the regular session by

<sup>1</sup> See the *NATIONAL MUNICIPAL REVIEW*, October 1958, page 457.

the House. The Senate refused to go along, however, and the House conferees agreed to the use of the Senate for limiting urban representation.

The governor, to whom amendments are submitted for signature as a matter of precedent, issued a vigorous statement criticizing the content of the amendment not because it incorporates the principle of area representation but because it contains no effective means of insuring legislative action in the future and no standards to insure equality of representation in the House and "fair" representation in the Senate for the rest of the state. Both of these were made matters of specific recommendation in the governor's committee report. Last minute efforts to make some changes in the wording of the amendment to meet the governor's objections failed. Unless strong support for this amendment is forthcoming from some source not now in evidence, it will almost certainly fail to secure a favorable vote in 1960.

It appears likely that the plaintiffs in the federal court action of 1958 will not press their case further at this time, even though the reapportionment act as passed by the legislature is "far from perfect," to use the governor's characterization of it. Some doubt certainly exists as to the constitutionality of an act which establishes new legislative districts in advance of rather than following a decennial census but, after all, the legislature did act to remove some of the most glaring inequities in the existing apportionment.

LLOYD M. SHORT

University of Minnesota

#### **Ohio Makes Changes In Voting Laws**

The legislature of Ohio has passed a bill to permit voting for president and vice president of the United States after the voter has resided 40 days in the state, county and precinct, instead of one year in the state as formerly. The legislature's action was made possible by

a constitutional amendment adopted by the people in 1957.

Another new Ohio law concerning voting, according to *State Government News*, permits the use of a punch-card type of ballot. A voter would insert such a ballot in an apparatus containing a magnifying lens and a punch with which he could pierce the ballot where desired. The punched ballots would be examined automatically and tabulated at a central counting station.

#### **Constitutional Convention Advocated in Iowa**

The voters of Iowa in 1960 will pass on the question of calling a constitutional convention, in accordance with a constitutional provision that such a decision shall be made every ten years. A bipartisan citizens' committee has been formed to publicize the matter and campaign for a convention—although none has been held for some 100 years. Robert Johnson, executive assistant to Governor Herschel C. Loveless, is reported to be spearheading the movement.

#### **Court Administration Aided in South Carolina**

The South Carolina legislature has designated the chief justice of the state Supreme Court as chief administrative officer of all state courts. He is authorized to transfer circuit justices from one assignment to another as needed, to assign more than one judge to a circuit and generally to supervise the calendars of trial courts.

#### **Hold Interstate Conference On Water Problems**

The first annual meeting of the Interstate Conference on Water Problems was held May 28-29 in Chicago. According to *State Government News* of the Council of State Governments, the conference was organized to provide for interchange of ideas and information among the states and to increase under-

standing of state and federal water policies. Attending the meeting were more than 100 members from 38 states and Puerto Rico — representatives of state water agencies, other state officials concerned with water resource administration and legislators.

Conference members participated in discussion sessions on water use and supply, pollution control, flood plain regulation and interstate and federal-state water problems.

Francis A. Pitkin, executive director of the Pennsylvania State Planning Board, was elected chairman.

Following the meeting the executive committee provided for appointment of a Water Policy Committee to consider problems of state water resources administration and federal-state relations and to report back to the next meeting.

## Unfair Representation Fought in Tennessee

Suit has been brought in the United States District Court at Nashville, Tennessee, by Mayor Edmund Orgill of Memphis, two Shelby County officials and seven other citizens in urban counties of Tennessee in an attempt to correct unfair representation in the legislature. The defendants are the State Board of Elections, the secretary of state and the attorney general. The federal civil rights act is invoked as well as the fourteenth amendment to the federal constitution and the requirement of the state constitution for reapportionment after every federal census—which has been disregarded since 1900.

The plaintiffs assert that they live in certain urban counties that are grossly underrepresented because of shifts of population since 1900. Although legislative seats are supposed to be apportioned among the counties or districts "according to the number of qualified voters in each," it is stated that 37 per cent of the voting population now controls twenty

of the 33 members of the Senate and 40 per cent controls 63 of the 99 representatives. The plaintiffs state that they addressed the 1959 legislative session, threatening suit if apportionment was not corrected, and that the legislature defeated all bills for relief.

Discrimination against the urban counties is described in relation to the distribution of tax revenue, educational funds, etc.

The court was asked to convene a three-judge session to enjoin the defendants from holding another unconstitutional election in 1960 and to require either that the election be held at large for the whole membership of the legislature or that fair allocation of seats be provided temporarily by the court pending proper legislation.

On July 31 the court decided that a three-judge court should hear the matter.

## *North Dakota to Vote On Reapportionment*

The legislature of North Dakota has submitted for popular vote in June 1960 a proposed constitutional amendment on apportionment of legislative seats. It retains present senatorial districts and provides that after each decennial census there will be a reapportionment for the lower house, with the restriction that there shall be at least one representative from each county or part of a county in a senatorial district. A special board would do the reapportioning if the legislature fails to do so.

## Maryland Reorganizes State Planning Agency

A State Planning Department is provided for in a law adopted by the 1959 Maryland legislature replacing the former State Planning Commission from which it differs in several respects, although for the most part basic functions and duties remain the same. It became effective on June 1.

The director, heretofore a member of the state classified civil service and responsible to the commission, is now appointed by the governor to serve at his pleasure. The director may appoint two staff members outside the classified service.

In conjunction with the new department is a State Planning Commission of advisory nature. Seven of its nine members are appointed by the governor to represent broad geographic, economic and social interests in the state; they are not to be salaried state office holders; two members of the legislature are designated by the Senate president and the House speaker. The present commission is composed of representatives of several state agencies, some of them salaried, in addition to representatives of the four geographic sections of the state and one member of the legislature.

The department's headquarters are in Baltimore.

#### **Texas Urban Renewal Law Held Constitutional**

On July 15, 1959, the Texas Supreme Court in a unanimous opinion upheld the urban renewal law passed by the legislature in 1957. The test case, *Davis v. City of Lubbock*, arose in connection with Lubbock's urban renewal program and had been affirmatively decided by the district court. Since only the question of constitutionality was involved, the appeal came directly to the Supreme Court, whose decision affirmed the judgment of the trial court.

The principal issue decided was the legality of the provision which authorized cities to condemn land for rehabilitation and subsequent resale to private developers. It was the plaintiff's contention that this did not constitute "public use" within the state constitutional requirement governing the power of eminent domain. The court overruled this contention, giving great weight to the legislative determination in the law that

urban renewal and slum clearance were public uses and purposes and were justified by health, moral, law enforcement and public welfare considerations. The court also noted that, even after resale of property in an urban renewal area, the public would have substantial rights in the land in the form of restrictions and covenants designed to insure that renewal plans would be carried out and that slum conditions would not recur.

Aside from the main ruling, one part of the law was held unconstitutional. This section would have required trial *de novo* on the question of whether an area is in fact a slum. The Supreme Court said this was a legislative prerogative and involved legislative discretion which, if decided by judicial review, would mean the exercise of nonjudicial powers by the courts.

LYNN F. ANDERSON,  
*Acting Director*

Institute of Public Affairs  
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#### **Council-Manager Plan Developments**

On June 1, BARSTOW, CALIFORNIA, (1957 population 10,017) adopted a council-manager ordinance.

UPPER MORELAND TOWNSHIP, PENNSYLVANIA, (1950 population 8,936) has adopted a council-manager ordinance.

CANYON, TEXAS, (4,364) adopted a council-manager charter by a vote of 271 to 101 at a special election on June 23.

BESSEMER CITY, NORTH CAROLINA, (3,961) recently voted to adopt the council-manager plan.

BREVARD, NORTH CAROLINA, (3,908) voted 232 to 206 in favor of a proposed council-manager ordinance in an advisory referendum on June 27. The board of aldermen accordingly engaged a city manager on August 5.

The charter of HOLLY HILL, FLORIDA, (3,232) was amended by the 1959 state legislature at the request of the city council to authorize the city to appoint a

manager who may also serve as city clerk. Mayor-Councilman M. C. Codianne has stressed the need for a city manager to relieve the councilmen of detailed duties as heads of various city departments.

EXETER, MAINE, (734) adopted the town manager plan in March 1959 to become effective in March 1960.

Adoptions of the council-manager plan by four additional cities not previously reported here are announced by the International City Managers' Association: ST. HELENA (2,297) and UNION CITY, CALIFORNIA; MADEIRA, OHIO, (2,689); and GROVES, TEXAS.

A referendum is scheduled for BROCKTON, MASSACHUSETTS, in September on the question of abandoning the council-manager plan and reverting to the former mayor-council plan. The Brockton Taxpayers' Association and others are fighting to retain the manager plan.

Another effort to repeal council-manager Plan E in WORCESTER, MASSACHUSETTS, will meet its test in November in a referendum. The weak-mayor Plan B is proposed as a substitute. The Citizens' Plan E Association is vigorously opposing a change.

MILFORD, CONNECTICUT, a town of nearly 40,000, after operating since 1947 with a nonpartisan council-manager plan, voted 5,118 to 3,786 on June 15 to become a city, dropping the manager plan and switching to a charter which local interests put through the legislature for submission to the voters. Under it the city reverts all the way back to the Connecticut village form in dividing the administration among ten boards appointed by the mayor and aldermen, with protected tenure for five-year terms, and with a further requirement that the positions shall be distributed as equally as possible between the two major parties. The elective offices are to be chosen on partisan ballots. The principal literature issued by opponents of the council-manager charter in the last few days before the election was anonymous. R.S.C.

On August 15 voters of WILTON, CONNECTICUT, rejected a proposed town charter by a vote of 1,207 to 506. The charter would have established a seven-man board of selectmen, which would elect one of its number as first selectman and appoint a selectman's agent—town manager—as the town's administrative officer.

The partisan council-manager charter presented by the NORWALK, CONNECTICUT, Charter Revision Commission has been rejected by the city council. One of the commission's recommendations was consolidation of the city's two taxing districts, which the council opposed.

The village board of trustees in HASTINGS-ON-HUDSON, NEW YORK, voted in June to strengthen the position of the village manager especially as to appointing power and freedom from board interference in administration.

IN RIDGEWOOD, NEW JERSEY, the League of Women Voters is advocating adoption of council-manager Plan B under the Faulkner Act—the optional municipal charter law of 1950. Ridgewood now has the commission plan with a "director of operations" of doubtful legal status.

The charter commission of ALTOONA, PENNSYLVANIA, after considering the ready-made options available to third-class cities under recent legislation, has recommended the council-manager plan. Commissions in BETHLEHEM, ERIE, SHARON and YORK have recommended the strong mayor plan. All are subject to referendum in November. The charter commission for GREENSBURG, by a four to three vote, recommended retaining the city's commission plan.

FOSTORIA, OHIO, voted 2,285 to 1,226 against a council-manager proposal on June 16.

DES MOINES, IOWA, which adopted the council-manager plan in 1949 by a vote of 20,686 to 19,876, affirmed its support of the plan 27,380 to 15,928 at a special election on June 23. The proposed substitute was the mayor-aldermanic form,

which preceded the commission plan that held sway in Des Moines for 42 years before adoption of the manager plan. The total vote on June 23—about 40 per cent of registration—was a record for a special election in that city.

A group of citizens in KEOKUK, IOWA, is planning to present the council-manager plan to the voters for their approval. A previous attempt was defeated in 1953, since when several Iowa cities have been added to the council-manager list.

ARDMORE, OKLAHOMA, in April, voted 4,333 to 1,530 to retain the council-manager plan.

VERNON, TEXAS, defeated a proposed council-manager amendment to the city charter by a vote of 529 to 307 on July 7.

The city council of MOSES LAKE, WASHINGTON, has taken steps toward a referendum this fall on the question of adopting the council-manager plan.

WALLA WALLA, WASHINGTON, will vote November 3 on adoption of the council-manager plan as a result of the circulation of petitions.

### **Home Rule Amendment Offered in Connecticut**

The Connecticut House of Representatives, as authorized by the state constitution, has passed a resolution starting the machinery for a new constitutional amendment dealing with home rule. If the amendment receives a two-thirds affirmative vote of both the House and Senate at the next legislative session two years hence, it will be submitted to popular vote. The text of the proposal (with emphasis supplied) is:

"Section 1. The General Assembly may by general law delegate legislative powers to towns, cities and boroughs relative to the powers, organization and form of government of such political subdivisions, and for the application of such general laws may make reasonable classifications of such political subdivisions.

"Section 2. After May 30, 1963, the General Assembly shall enact no special

legislation relative to the powers, organization and form of government of any town, city or borough except as to (a) borrowing powers, (b) validating acts and (c) formation, consolidation or dissolution of such political subdivisions *unless requested to do so by such political subdivisions in a manner prescribed by law.*"

In place of the emphasized portion, the state League of Women Voters sought to substitute "unless the purpose of such special legislation cannot be achieved except by action of the General Assembly." A proposal for revision, incorporating this intent, lost in the House by only three votes.

### **Conn. Prescribes Minority Representation on Boards**

The Connecticut legislature, near the end of the session, adopted a law specifying the maximum membership from any one party on public boards and commissions, elective or appointive, of various sizes. The limit is two-thirds except for being three for boards of four members, four for boards of five, and five for boards of seven or eight. It had Democratic sponsorship. Governor Ribicoff signed it on June 29. It becomes effective on July 1, 1960. It does not appear to apply to the legislature, city councils or boards of aldermen.

In response to various questions raised by the law, Attorney General Albert L. Coles has ruled that it does not affect elections or appointments before July 1, 1960; it does not apply to nonpartisan elections; and party affiliation is based on enrollment in the party.

### **New Charter Type for Massachusetts Cities**

The Massachusetts legislature has adopted a bill to establish a new option—Plan F—among the forms of government available to the cities of that state. It is a mayor-council plan with partisan elections, including a partisan-elected

school committee. The bill establishes salary limits for mayors and councilmen. A Senate amendment permits independents to be candidates if they obtain signatures of 3 per cent of the voters.

## Ethics Code Adopted In New York City

Six months after a proposed code of ethics was submitted to the New York City Council,<sup>1</sup> such a code, differing in one main respect, was unanimously adopted by that body August 4. The Board of Estimate did likewise August 20.

The code forbids city officials and employees to engage in private transactions that are in conflict with official duties. It prohibits paid officials and employees from taking part in litigation against the city or from representing private interests in dealings with any city agency, including the Transit Authority, the Housing Authority and the Triborough Bridge and Tunnel Authority. The prior draft included similar prohibitions for unpaid members of boards, commissions, etc.

It requires councilmen to disclose any private interest in proposed legislation and other officials and employees to do likewise as to proposed legislation in their particular fields.

It forbids disclosure of confidential information about city affairs or its use for private gain. It also forbids acceptance of any valuable gift or of outside employment that is incompatible with city duties and acceptance of or negotiation for employment with firms doing business with the official's or employee's agency.

In addition to the code, the council passed a bill forbidding former city officials and employees to appear before city agencies in behalf of private interests in connection with matters with which they were concerned while in city service for a period of two years after leaving.

<sup>1</sup> See the REVIEW, March 1959, page 132.

## Western Cities Grow Fast

Ninety-five new cities have been incorporated, and organized and established as operating governmental entities, in the three Pacific Coast states and Arizona since 1950. These new cities have a combined population of more than 800,000. During the same period, annexations have added more than 300 square miles to the area of the municipalities in the four states and have added many more thousands to their population. These new cities and the new areas added to existing cities are of course a major part of the rapid urbanization that is taking place in the west, but the real significance lies in the fact that incorporating or annexing is the best means of providing the governmental services that are required when people come together and when they demand—as inevitably they do in this country—home rule and some degree of control over their own local affairs.

*Western City, July 1959.*

Another companion bill adopted creates a five-member board of ethics to render advisory opinions to city officials and employees on matters arising under the code. It consists of the corporation counsel, the director of personnel and three public unsalaried members appointed by the mayor for four-year terms.

A measure closely related to the code is a charter amendment, approved by the state legislature at the instance of the city council, clarifying conflict-of-interest provisions of the charter.<sup>2</sup>

## Management Training Produces Results in Maine

Dr. Edward F. Dow of the University of Maine has compiled data on certain

<sup>2</sup> See the REVIEW, June 1959, page 305.

aspects of the public management program at the university. This information includes a list of 42 graduates who, as of July 1959, were city or town managers—22 in Maine, four each in Massachusetts and Vermont, three in Pennsylvania, two in New Hampshire and one in each of seven other states. It also includes a list of communities in which interns have been placed since 1945; this shows 22 cities and towns in Maine, two each in Massachusetts and New Hampshire and one each in Connecticut and Vermont.

### **Mayors Meet; Seek Better Status for Cities**

Nearly 500 mayors and other municipal officials participated in the 1959 meeting of the United States Conference of Mayors in Los Angeles, July 12-15. Mayor Richard J. Daley of Chicago was elected president.

Much emphasis was placed on the need of legislation and funds for urban renewal. Among resolutions adopted were one calling on Congress to hold public hearings on the need for urban renewal and housing legislation, one urging adoption of the Fountain-Dwyer-Muskie bill to establish a permanent Advisory Commission on Intergovernmental Relations, and one opposing the efforts of the Governors and Presidential Advisors Committee to abandon or weaken federal grant-in-aid programs affecting cities.

### **Municipal Officials Attend International Meeting**

The Fourteenth International Congress of Local Authorities, held in West Berlin June 18-23, 1959, was the largest congress ever organized by the International Union of Local Authorities. More than 1,200 mayors, officials of cities and central governments, directors of municipal leagues and accompanying persons from 34 countries assembled to discuss

social activities of local authorities, particularly youth programs and care of the aged. Nearly 60 mayors, city managers and other municipal representatives from the United States—37 of them delegates—were present.

The program included a "Europe Day," devoted to discussion of "Education for Europe," and, for the first time, an "Africa-Asia Day," at which twelve countries of Asia, Africa and the Middle East were represented. Twenty-two of the United States group joined with Canadian officials to visit other European cities.

### **Fulbright Fellowships For Governmental Study**

Opportunities for various Fulbright fellowships for 1960-61 are being offered in the fields of government, public administration and planning, including a predoctoral fellowship in Brussels, Belgium, involving service as an intern with the International Institute of Administrative Sciences with emphasis on comparative public administration and administrative law. Another predoctoral fellowship would be in local government at the University of Leyden in the Netherlands, also involving service as an intern with the International Union of Local authorities at The Hague.

Several fellowships are also expected to be available in connection with national unions of cities in Norway, Finland, West Germany and Austria.

A fellowship in planning, with service as an intern with the International Federation for Housing and Planning at The Hague combined with study or tutorial guidance at the Technological University at Delft, is also offered.

Detailed information is obtainable from Charles S. Ascher, Institute of Public Administration, 684 Park Avenue, New York 21.

**Metropolitan Government***William N. Cassella, Jr., Editor*

## New Unit Proposed For Winnipeg Area

### Federation of Eight Cities Recommended

THREE and one half years after its appointment, the Greater Winnipeg Investigating Commission submitted its recommendations regarding the solution to metropolitan problems in Greater Winnipeg.<sup>1</sup> The area is composed of four cities, two towns, one village and ten rural municipalities, with a total population of about 425,000. Over 50 school boards existed in the same area but have now been reduced in number as a result of recent legislation.

The change to urban and suburban living has affected Greater Winnipeg in the same way as this twentieth century phenomenon has affected all centers of population in the world and the commission was given wide powers to find a solution.

The commissioners were careful to explain the basis for each recommendation and to underline the principle and philosophy which they used as a guide. In its general comments<sup>1</sup> the report deals with the role which local governments should play in our way of life and attempts to define democracy. It then adds: "We in North America can with benefit learn the art of local government from Britain."

There are some frank and hard-hitting references to the unnecessary use of the referendum and to the dangers inherent in allowing the press or public to attend all committee meetings of the local council. Although not made as a recommendation, the report suggests that serious thought be given to the elimination

of independently elected school boards and that they be made a committee of the municipal council.

The recommendations are aimed at two objectives: the first and most important is that local government should and must be as close to the people as possible; the second, that a certain degree of business efficiency must be applied in supplying major intermunicipal services with as little local interference as possible. These objectives are almost contradictory and point up the difficulty in arriving at a solution to the metropolitan problem.

One of the unusual features of this report is the departure which it makes from simply drawing up recommendations regarding local intermunicipal problems. The five commissioners representing over 50 years of municipal experience as councillors and mayors, have tried to develop a philosophy which is general as well as practical in its application. Those parts of the report which do not deal with local issues could be used anywhere for discussion or study on the interpretation of democracy and the part which local government plays in our way of life.

On the whole, the report is a factual study of a local problem and a frank document on the faults of local government generally in North America, and offers some radical suggestions for improvement.

In brief, the major recommendations are as follows:

1. The existing municipalities would be consolidated to form eight cities each with a uniform charter.

2. "The Municipality of Metropolitan Winnipeg" would be governed by a council of the mayors of the eight cities and six controllers elected from six new "wards," each of which would contain urban and suburban voters, with approximately one-sixth of the total population in each ward.

<sup>1</sup> Report and Recommendations, Winnipeg, Manitoba, Canada, 1959, 295 pages.

3. The chairman, who need not be a member of council, would be elected for a two-year term by the council, with the initial chairman appointed by the lieutenant-governor-in-council.

4. A fundamental principle is that "The resources of the metropolitan area may justifiably be used to provide essential school accommodation up to a reasonable minimum standard only." Accordingly, the municipal setup would be matched by a metropolitan school board composed of the chairman of each of the local school boards. The boundaries of each school district would be the same as the municipal boundaries.

5. Police would be amalgamated within twelve months and fire services as soon as possible.

6. Metro would assume water supply and distribution, public transportation, power distribution, sewage disposal, airport facilities, metro highways, bridges, major parks and recreation areas.

7. Metro would finance welfare but the local council would administer this service.

8. Hospitalization of indigents, incinerators, civil defense, child welfare, urban renewal and flood control would be Metro responsibilities.

9. Planning and zoning over the area would be in Metro hands.

10. A uniform assessment under Metro and all debenture financing, whether for local or Metro purposes, would be handled by the central authority. All existing municipal debt would be assumed by the Metro council.

11. "To ensure that industry will pay the same rate of taxation, regardless of its location in the area; to do away with competition as between the municipalities for the location of industry within their respective boundaries, since all municipalities will be sharing equitably in such 'industrial' revenue. . . .; to enable the metropolitan authority to act as its own agent to attract industry to the area and to locate it where it will be best

suited for the area as well as its own purposes, in accordance with the over-all plan for the metropolitan area"—direct taxation of industrial property would be on a metropolitan basis, whereas taxation of residential property would be on a local basis. This would ensure that revenue from industrial taxation would be available to all the municipalities equitably and leave the standard of local residential services to each local authority.

If the recommendation above is adopted and proves successful, this should lead to the "local" council devoting its time to purely local issues and possibly enable the local authority to function as it was originally intended to do.

\* \* \*

12. Existing intermunicipal services, such as river control, harbor commission, mosquito abatement, sanitary and water districts, transit commission and a few others, would automatically be assumed by Metro.

13. Metro would also care for homes for the aged, administration of justice and licensing. River pollution would also fall under the aegis of Metro.

14. At the end of five years, a review of Metro operations would be made, to assess its results and to recommend any changes.

The report is now being studied by the Manitoba government and, if another recommendation of the commission is accepted, legislation may be introduced, without a reference to the ratepayers, establishing a new municipal authority for Greater Winnipeg.

In the course of its investigations the commission visited centers as far apart as San Diego, Kansas City, Miami and in Europe the cities of Glasgow, London and Stockholm. A great deal of time was devoted to the Toronto Metropolitan Council. The bibliography includes a study of reports from Melbourne, Australia, and Tel Aviv, Israel.

This report may not be the final word

in our search for the cure to "metropolitanitis," but it is the hope of the commissioners that it will serve as a stepping stone towards that nebulous goal.

C. N. KUSHNER, Q. C.  
Secretary

Greater Winnipeg Investigating  
Commission

### ***California Lawmakers Act On Metropolitan Bills***

Several bills of significance to metropolitan areas were before the 1959 session of the California legislature. Of eight major measures five passed and were approved by the governor and three were referred to interim committees for further study.

The following measures were passed and approved by the governor:

The Golden Gate Authority Commission was created (SB 576). It is composed of six residents of the San Francisco Bay Area, appointed by the governor, plus the state director of public works as an ex officio member. The commission is authorized to study and investigate port, harbor, airport and other metropolitan transportation facilities in the Bay Area and the advisability of operating any or all of these facilities under a single agency. The commission has been given \$250,000 to finance its study and will submit its report to the 1961 session of the legislature.

A state planning office was set up in the Department of Finance (SB 597). The agency is authorized to plan for the physical growth and development of the state, to assist the state budget division in the preparation of capital development programs and to encourage the formation of local and regional planning agencies. On the request of a local jurisdiction, the planning office may furnish information as well as technical and professional advice in the preparation of master and general plans.

The San Joaquin Valley Air Pollution

Control District was created (SB 644). It encompasses seven central valley counties and the major portion of an eighth. The district's governing body is composed of one supervisor from each county, plus a mayor or councilman chosen by a city selection committee (conference of mayors) in each county. Before the law becomes effective, however, it must be ratified by a favorable majority vote in the proposed district at the election in November 1960.

The State Department of Public Works was authorized to use \$750,000 from the revenue fund of the San Francisco-Oakland Bay Bridge for surveys, plans and estimates preliminary to the construction of a subaqueous rapid transit tube between San Francisco and Oakland (SB 519).

A law was passed which requires local districts to comply with city and county building and zoning ordinances. Under certain circumstances, however, school districts are exempt from the operation of zoning ordinances. The powers of the state division of architecture with respect to the inspection of school construction may be delegated to cities and counties, with the consent of the latter (AB 156).

The following measures did not pass, but were referred to interim committees for further study:

AB 919 would have permitted formation of metropolitan fire protection authorities. Such authorities, formed by an ordinance of the county board of supervisors, would have boundaries co-extensive with those of the county and would serve all unincorporated areas. Residents of incorporated areas could elect to be served by the authority. The governing body would consist of the county supervisors and, if cities are included, representatives of such cities chosen by a city selection committee.

The outstanding metropolitan government bill introduced at the 1959 session was AB 1896, which would have made

possible the formation of metropolitan service districts which could be authorized to handle a wide range of functions, including regional planning, air pollution control, water supply, sewage disposal, transportation, regional parks, civil defense, and administrative planning and coordination of local affairs. Such districts would be composed of one or more counties or portions thereof and would be created after a majority favorable vote of the electors of the proposed district. The function or group of functions which a specific district could undertake would have to be approved by the formation election, or by a subsequent vote. The district governing body would be composed of county supervisors and city councilmen.

AB 2477 would have permitted the formation of metropolitan municipal service authorities, encompassing both incorporated and unincorporated territory. Such authorities would be created by ordinances enacted by the councils of the particular cities concerned, and would be authorized to provide all the services which may be provided by general law cities. The governing body of five, nine or eleven members, depending on the number of participating cities, would be made up of mayors, councilmen and county supervisors. This proposal would have provided a formal structure for the kind of cooperation among cities and counties which is already possible under the joint exercise of powers legislation.

STANLEY SCOTT

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## Cleveland METRO Concludes Operations

The work of the Cleveland Metropolitan Services Commission (METRO), which was completed at the end of June, was given formal recognition by a civic luncheon on July 14 sponsored by the

Cleveland Chamber of Commerce. The meeting was a tribute to the several hundred persons who served on the various METRO study committees, the corporations which provided financial support and the professional staff.

James A. Norton, executive director, and the two associate directors, Oliver Brooks and John H. Romani, reviewed the findings and recommendations of the three-year project. John S. Millis, president of Western Reserve University and METRO chairman, pointed out that the METRO operation had not solved a single problem. "The solutions are up to you," he stated. "You now have—if you will use it—the information by which you can make decisions. The decisions are not to be made all at once but rather over an extended period of time.

"New problems will arise requiring more decisions. But METRO is the beginning and, if all of us take the responsibility of using the knowledge which is now ours, we can solve our present problems and meet new ones with confidence." He reiterated that the job of METRO has been "to delineate the problems, to point out alternative solutions, to describe the consequences of these alternatives and to suggest the machinery through which decisions can be carried out."

The required follow-up of METRO recommendations is already moving ahead in a variety of ways. Many of its recommendations have been reflected in the proposed county home rule charter for Cuyahoga County which has been drafted by an elected charter commission and will be the subject of a referendum in November. Follow-up research on a continuing basis will be undertaken by the Cleveland Bureau of Governmental Research, which has received additional financial support for this purpose from the Cleveland Development Foundation. Upshur Evans, foundation president, said in announcing the grant, "Metro's reports must not be allowed to gather dust on

library shelves. The foundation believes that solving Greater Cleveland's governmental problems is basic to development of the area economically and socially."

The bureau has announced that a co-ordinating committee of civic leaders and public officials will be selected to give the program a broad base in the community. The new research operation will begin approximately October 1.

#### ***Revised Area Definitions Announced by Budget Bureau***

The Bureau of the Budget has announced definitions of 192 "Standard Metropolitan Statistical Areas." The new designation replaces the previous term "Standard Metropolitan Area" and thus more precisely indicates the purpose of the definitions. The major purpose of standard definitions for metropolitan statistical areas is to make it possible for all federal statistical agencies to utilize the definitions for publication of their statistics and for the study of metropolitan characteristics.

These definitions are the result of a review of all previously defined areas conducted by the Bureau of the Budget and the Federal Committee on Standard Metropolitan Statistical Areas during the past year.

Eight new areas have been added to the list bringing the total to 188 within continental United States, three in Puerto Rico (Mayaguez, Ponce and San Juan) and Honolulu, Hawaii. The eight new areas include: Ann Arbor, Michigan; Fitchburg - Leominster, Massachusetts; and Lynchburg, Virginia.

The other five result from the division of previously defined standard metropolitan areas into smaller statistical areas. The old New York-Northeastern New Jersey S.M.A. has been divided into four separate areas, namely: New York, New York (New York City, Nassau, Rockland, Suffolk and Westchester Counties); Jersey City, New Jersey, (Hudson

County); Newark, New Jersey, (Essex, Morris and Union Counties); and Paterson-Clifton-Passaic, New Jersey, (Bergen and Passaic Counties). As a result of the subdivision of the larger S.M.A. two of the most rapidly growing counties in the New York region (Middlesex and Somerset, New Jersey) are not included in any metropolitan statistical area.

The old Chicago S.M.A. is now divided into Chicago, Illinois, standard metropolitan statistical area (Cook, Du Page, Kane, Lake, McHenry and Will Counties) and the Gary-Hammond-East Chicago, Indiana, area (Lake and Porter Counties).

The Wheeling, West Virginia-Steubenville, Ohio, S.M.A. has also been divided into two smaller areas: the Wheeling area (Ohio and Marshall Counties in West Virginia and Belmont County, Ohio) and the Steubenville-Weirton area (Jefferson County, Ohio, and Brooke and Hancock Counties in West Virginia).

A number of other changes in the detailed definitions were announced, including the addition of counties to a number of areas and the deletion of counties from the definitions of two areas. Several adjustments were made in the New England definitions including, besides additions and deletions, the transfer of towns from one statistical area to another.

#### ***State Study Commission Holds Special Conference***

Many topics of immediate interest to California's metropolitan areas were considered at a conference of the Governor's Commission on Metropolitan Area Problems, at Lake Arrowhead, July 19-21. In a paper entitled "The General Status of Research in Metropolitan Affairs," Winston W. Crouch, of the University of California's Bureau of Governmental Research, pointed out that in the past decade

political scientists studying metropolitan areas have been concerned with the organization of the metropolis, the legal structure of local units of government, and administrative structures and procedures. The economists have been preoccupied with the application of economic theory to metropolitan growth and the sociologists with the population make-up, age trends and social groupings within metropolitan areas.

Professor Crouch emphasized that new research is urgently needed to determine the comparative democratic natures of large and small governmental units, to redefine the legal concept of home rule and to re-evaluate the economic function of the central city. The objective of such research would be to pattern a local governmental structure which would be easily adaptable to future metropolitan problems, be capable of making long-range plans, avoid organizational inflexibility and strengthen citizen control and participation.

A paper entitled "Identification and Significance of Major Problems of Metropolitan Areas," presented by Frank P. Sherwood of the University of Southern California, reports three difficulties in understanding the term metropolitan: the lack of a precise definition of the term, the fact that a socio-economic rather than a political concept is involved, and the great dissimilarities among metropolitan areas. Sherwood predicted that the direction of metropolitan growth may be largely determined by the solutions reached in the general problem areas of citizen apathy, municipal finance, racial tensions and area-wide leadership.

Other papers presented at the conference included "Atmospheric Standards in Metropolitan Areas," by Malcolm M. Merrill, California's director of public health; "The State's Role in Metropolitan Affairs," by Elton R. Andrews and William F. Lipman; "Major Metropolitan Studies and Action Programs in California," by Stanley Scott of the Uni-

versity of California's Bureau of Public Administration; "Some Economic Implications of Metropolitan Growth in California," by James Gillies of the School of Business Administration at UCLA; the "Metropolitan Picture in California in 1980," by Walter P. Hollmann of the California Department of Finance; and "Major Problems of Metropolitan Transportation," by Norman Kennedy of the University of California's Institute of Transportation and Traffic Engineering.

#### ***Bi-State Agency Strengthened***

Identical bills passed by the Illinois and Missouri legislatures strengthen the Bi-State Development Agency in the St. Louis area. The principal purpose of the bills was to improve the marketability of revenue bonds issued to finance agency projects. Since 1955 the agency has been attempting to obtain conformance by the two states on legislation removing restrictions on the agency's powers which have made it virtually inoperative.

#### ***Agree on Metro Water System***

The way has been cleared for the development of a metropolitan water system in the Detroit area. Approval of a program of contractual agreements between Wayne County and Detroit places responsibility for central administration of the system with the Detroit Board of Water Commissioners, which has announced a program for the long-term development of an area system serving Wayne, Oakland, Macomb, Monroe, St. Clair and Washtenaw Counties. The anticipated 1980 population of the six-county area is 5,100,000.

Improvements including development of a Lake Huron supply will be financed through water revenues. Distribution of water within local communities will remain the responsibility of cities and townships.

**Proportional Representation***George H. Hallett, Jr., and  
Wm. Redin Woodward, Editors*

## P. R. Retained For Irish Dail

### People Reject Repeal In a National Poll

ON JUNE 17 the people of the Irish Republic went to the polls for two critical decisions. On a white ballot they elected to the presidency the highly respected retiring prime minister and leader of the Fianna Fail party, Eamon de Valera, by a vote of 538,058 to 417,482 for his Fine Gael opponent, Sean MacEoin. On a separate green ballot they rejected the proposal of Mr. de Valera and his party to abolish the Hare system of proportional representation (the "single transferable vote") for parliamentary elections and substitute the English system of plurality voting in single-member districts.

P. R. has been used for all elections of representative bodies in Eire for approximately 40 years. It was adopted by act of the British Parliament for all local elections in 1919 and for parliamentary elections in 1920. It was subsequently continued voluntarily by the Irish people when the Irish Free State was established in 1922 and when the Free State was succeeded by the Republic of Eire in 1937.

The campaign on the referendum was hard fought and the results in most districts were close. P. R. was upheld in exactly half the 40 parliamentary constituencies. It obtained its most substantial majorities in Dublin and other urban areas where the public discussion was more thorough and where the strong support of organized labor was most effective.

The proposal to repeal P. R. passed the Dail Eireann (the lower house of parliament) by the solid votes of the Fianna

Fail majority and two independents. It was strenuously opposed by all the minority parties and most of the independents. The repeal was defeated in the Senate after long debates by one vote, but under the Irish constitution this only had the effect of delaying submission to the people.

The chief argument advanced for repeal by Mr. de Valera and his associates was that P. R. made strong majority government more difficult and made coalition government more likely. This plea was made in the face of a record of stable government which would make most democratic countries green with envy, for Eire has had only three prime ministers in the last 36 years and during 21 of the last 27 years Mr. de Valera himself has been prime minister with a one-party government. During the other six years Eire was governed by a coalition of minority parties and independents. With the departure of Mr. de Valera as an active leader it was feared by his party that this situation would become more frequent.

Opponents looked at this in another way. They charged that Fianna Fail wanted to be assured of a majority in the Dail whether it retained a majority of the popular vote or not. They further charged that the effect might be to wipe out the parliamentary opposition almost entirely, since the votes are so distributed that Fianna Fail is the largest single party in most of the districts.

Fianna Fail tried to carry the repeal through on the coattails of its popular leader. "Yes and de Valera" was blazoned on posters throughout the country. Supporters of P. R. countered with "Don't be a yes man. Vote No."

Aside from the basic arguments on minority representation and the assurance of majority rule under P. R., reference was often made by the de-

fenders to the worsening of Eire's case for a united Ireland if it denied representation to its minorities as the six separate counties of Ulster have done.

The pacifying effect of a free expression of choice and full representation was also often referred to. For example, Dr. A. A. Luce, Berkeley Professor of Metaphysics at Trinity College, Dublin, wrote in a symposium on P. R. published by the *Trinity News*: "I cast my mind back to 'unhappy far-off things.' I recall the civil war and the terrible animosities that stalked through the land and split almost every town and village. It seemed then as if we should remain forever a 'house divided against itself.' For the unity and the measure of internal peace achieved, the 'P. R.' voting paper deserves much credit."

Mr. de Valera was not always an opponent of P. R. and in fact was one of those most responsible for its adoption and long continued use. At the annual convention of Sinn Fein organizations (Ard Fheis) held in Dublin in 1919 he championed P. R. in these memorable words: "Minorities have rights and, if Sinn Fein had all the machinery of government in their power, they would secure the rights of minorities. Every man living in this island is of equal value in it, and each man and woman would get the share to which he or she is entitled. Whether it benefited us or not, I would be in favor of the principle because it is justice."

And after some years of actual experience with P. R. at all levels of government, he advocated its inclusion in the constitution of the Irish Republic in 1937 with such statements as the following, much quoted in this year's campaign: "The system we have, we know; the people know it. . . . We have to be very grateful that we have had the system of proportional representation here. . . . It gives a certain amount of stability. . . .

You have fair representation of parties. . . . If you take the countries where P. R. exists you get better balanced results than in other countries. . . . We get the benefits of P. R. here in reasonably balanced legislation."

### **P. R. League Schedules Meeting**

The annual meeting of the Proportional Representation League, now merged with the National Municipal League, will be held in conjunction with the 65th National Conference on Government of the National Municipal League, November 15-18, at Springfield, Massachusetts. It will be a breakfast session on Tuesday morning, November 17, at the Sheraton-Kimball Hotel. The time and further details will be announced shortly.

### **P. R. Ends At Oak Ridge**

When the federally developed community of Oak Ridge became a Tennessee municipality as the result of a referendum vote on May 6, 1959, it was impossible to continue elections by P. R. since Tennessee law provides no opportunity for adoption of charters providing that system. The new city of 28,000 adopted a state optional council-manager plan which provides for single-member district elections.

Prior to incorporation of the city, all residents belonged to a "town meeting" which acted in an advisory capacity to federal government authorities. According to its constitution, the town meeting elected biennially a council of seven members by proportional representation. The town meeting, through its officers, assumed "whatever community management responsibilities the authorities responsible to the United States government" delegated to them.

**Taxation and Finance***Jackson Phillips, Editor*

## Debate New York City School Bonds

### Claim Need for Statewide Vote Violates Home Rule

ONE of the more amiable myths in present-day America holds that incorporated municipalities have or should have the right of self-determination of their own affairs. Usually referred to as home rule, this notion has it that cities draw up their own rules and financial plans, much in the same manner as the federal government or a state government. Where this condition does not exist, local critics usually contend that it should. It is a logical extension of another old but quaint concept, that of states' rights. Legal experts and political scientists have long pointed out the popular misconceptions regarding home rule and states' rights but journalists and politicians often do not hear. Frequently embedded in a state constitution is a provision for home rule and this appears to give substance to its advocates but more often does not.

In New York the question of home rule has arisen in connection with New York City's plan to borrow \$500 million for school building construction. No legal question is involved, since the plan requires that the state constitution be amended in order to give the city such borrowing power over and above the limit now imposed by it. Nevertheless, the usual questions are being asked as to why the entire state should be consulted when the matter concerns only the city of New York or appears to concern only the city. The amendment is to be voted on in the November election and has stirred up a vigorous fight within the city between the Board of Education and most city officials on the one hand and the

city's comptroller and numerous economy-minded organizations on the other. Actually, it is only the popular misconception of home rule that is involved here.

Some partisans have stated that this issue should be fought out in New York City and, implicitly, that the rest of the state should ratify whatever decision is reached. The reasoning runs that the cost of financing construction of school buildings would fall on the city and not on the rest of the state; therefore, it is a city issue. This side was considerably upset, then, when Lawrence Gerosa, the city's comptroller, recently carried his fight into upstate New York. Speaking in Schenectady, he said: "If we allow every pressure group that comes along to whip up public emotion for one of their pet projects to open the flood gates of spending, we will not only endanger the credit of the city of New York and scare off our bond investors but we will endanger the borrowing power of every municipality in the state."

Reportedly, the comptroller plans a number of appearances in the upstate area in opposition to the amendment and probably can be expected to receive a generally sympathetic hearing. He has declared there is no need for the bond issue because the city would increase its borrowing power by about \$600 million over the next six years without it and that the Board of Education has not been able to handle all the capital funds available to it in the past.

By carrying his plea into the upstate area, the comptroller will be able to reach at least half the state's voters. By further putting the amendment as a threat to local finance over the state generally, he is expected to be able to muster considerable opposition in addition to that which could be raised within the city. This, his detractors claim, is going beyond the bounds of fair play. The popular

conception, or misconception, of home rule would keep him within the city's boundaries and, while technically the rest of the state has to vote on the amendment, any information it got on it would be something as heard through a closed door during a family dispute.

Because the state's constitution is involved, however, the comptroller is right in seeking support of his position from any place within the state. His opponents are in the position of having to carry their own arguments to the rest of the state in this matter. Any other stand would require that the provision in the constitution placing a ceiling on debt which may be incurred by New York City be eliminated.

### ***City Sheep Are Sheared Says Texas Paper***

EDITOR'S NOTE.—Another incident involving the popular conception of home rule comes from ruggedly individualistic Texas. In reaction to recent activity of the Texas legislature the *Waco Tribune-Herald* complained that "City Sheep Are Sheared by Governor and Salons." The following editorial from that paper of June 7, 1959, speaks for itself.

Wacoans who read the newspapers are aware that the city of Waco, thanks to the generosity of the Texas legislature and Governor Price Daniel, must dig up more money to pay more Waco firemen.

The legislature and the governor were generous indeed with the local tax funds of Texas cities affected by the change ordered in firemen's working hours. The city of Waco is not the only one clipped by this state action.

Austin must dig up \$250,000 per year as a result.

Dallas must dig up \$500,000 per year as a result.

Waco's bill runs about \$157,000 per year.

Other cities covered by the new law will be compelled to dig up varying amounts.

The new law reduces the number of hours firemen may work. In Waco's case the reduction is from 72 hours a week to 63 hours a week. This means, of course, that more firemen must be employed. Cost of hiring them will be \$157,000 per year. This amount is not now in the city's budget. The only way to put it there is to raise the city tax rate ten cents, from \$1.55 to \$1.65 per \$100 value, as of October 1.

As we have said before, we wish the Waco firemen well and admire their proficiency. However, they went over the heads of their employers, the taxpayers of Waco, in securing this change in working conditions. They did it after Waco taxpayers had declined to sign firemen's petitions calling for a local election to achieve the same change.

Along that line, the taxpayers of Temple really have a beef about the way the new state firemen's hours law works. The taxpayers of Temple twice in recent years rejected at the polls the decrease in hours for their firemen. They can read S. B. 87 and weep now, because they have been overruled by the legislature and the governor. Like the taxpayers of Waco, they can dig up the money and pipe down. "Tax victims" is the word.

Why did the legislature and the governor make this decision? Nothing mysterious about it: (1) It involved no state tax funds. (2) It presumably won a majority of the legislators and the governor the political good will of the firemen's lobby. In this connection, we can imagine the statesmanlike reaction of the governor and the legislature if the U. S. Congress passed a law setting forth the hours and wages for Texas highway patrolmen. We can hear the screams and the high keyed references to states' rights coming out of every window of the capitol if this were to occur.

The governor and a majority of the legislature right now are making pious references to the overloaded family budgets of Texas and vowing that they

will protect those budgets from sales taxes and income taxes. The family budgeteers of Waco, Temple, Austin, Dallas and other cities above 10,000 population will know how to evaluate these pious references. They have just been slugged from behind by the governor and the legislature to the tune of higher local property taxes on behalf of the firemen's lobby.

There are some points about this firemen's law that Wacoans should remember come October 1 when they get their tax rate increase notices:

1. The McLennan County members of the legislature voted against S. B. 87, so the tax raise here is not their fault.

2. The governor, who could have vetoed the bill as a clear violation of local self-government, signed it into law. So far as Waco is concerned, the prospective tax increase is our own special souvenir from Price Daniel.

3. The city of Waco between now and October is going to make every effort to figure out some way of avoiding the tenten tax raise. A discussion of the administration's ideas might raise false hopes now but we will report any of them that give promise of working.

4. No matter how the problem is worked out, the city of Waco has a fiscal record infinitely sounder than the fiscal record of the legislators and the governor who have plunged Texas from a \$40 million treasury surplus to a \$65 million treasury deficit in two years.

5. The Wacoans who have asked, "Why can't the city pass a one-cent gasoline tax and raise the money?" can just forget it. The city can't enact sales taxes because the state law does not permit it. And as for the gasoline tax, which Texas city dwellers pay in huge sums to the state and federal governments, Governor Daniel has something in store later this year. He intends to ask the legislature to raise the gasoline tax another penny . . . not to share with the cities whence most of it comes . . . but

to raise school teachers' salaries. So you people with family budgets better save room for that, too, but don't dwell on it to the point that you'll run into chugholes in the streets in your cars.

Texas' population is now predominantly in the towns and cities. Political control of Texas still is predominantly in the hands of the rural residents. The boys from the country can really shear those sheep. And so long as the majority of city dwellers stay out of politics they can expect to be sheared often and closely.

#### **Seek More Information On Public Authorities**

In recent weeks there has been a stepup in the attack on public authorities, particularly on the failure of some of them to divulge all the information that might be wanted. While it is often true that authorities, like city governments or any other type organization, tend to become silent and mysterious when financial troubles arise, it should also be noted that most of them maintain good reporting systems. Some of the recent attacks, therefore, have been almost blind in their swinging because much of the information sought or said to be sought is readily available.

Certainly, where it is not, state legislation should remedy the shortcoming within the necessary confines of the agreements which the authorities have previously entered with their bondholders. It should be pointed out that bondholders are generally just as eager to have information made public as reporters seeking a story or, perhaps to a lesser extent, a politician seeking an issue.

A broad level attack was made in the August 1959 issue of *The Atlantic*. Juan Cameron, a Boston newspaperman, writing on "Whose Authority?", substantially outlined the case for more information on the financial and other activities of these public bodies. He con-

(Continued on Page 437)

**Citizen Action***Elsie S. Parker, Editor*

## Urge Ad Men to Get into Politics

### Should Take Part in Our Decision-Making Process

**EDITOR'S NOTE.**—The article below is composed of excerpts from an address by JOHN C. CORNELIUS of Minneapolis before the annual convention of the Advertising Federation of America at its public service awards luncheon. Mr. Cornelius, formerly executive vice president of Batten, Barton, Durstine and Osborn, in charge of western operations, is president of the American Heritage Foundation and a member of the Council of the National Municipal League.

**A**DVERTISING people play a role second to no other business in generously supporting worthwhile community causes. We are leaders in civic participation. The same cannot be said of our political participation. Most of us in the advertising business, save for a few shining examples like the men we are honoring, have shied away from participation in political affairs. This is a tragic mistake not only for advertising but for the nation.

True, many advertising men and women have distinguished themselves in supporting the "Register, Inform Yourself and Vote" campaigns conducted by the American Heritage Foundation and the Advertising Council. But voting is not enough. The key to better government is better political parties and the surest way to improve our political system is to work through our political parties.

Full-fledged participation in our political system is essential if citizens are to share in the decision-making process. Under the American political system, those who run the political parties run the government. To sit on the sidelines

today and let the cult of mediocrity dominate our political parties and run our lives is to become second-class citizens. If good citizens don't run politics, bad citizens will.

We are fast becoming "a nation of political consumers." More and more of our people, especially businessmen, tend to consume what is given them in politics rather than participate in making the product. Too many of us look upon politics as a drama to be watched. We lack the sense of political involvement which our grandparents had. Our political participation too often is confined to voting in the big quadrennial elections. Voting, of course, is essential, but it's the barest minimum of political participation.

\* \* \*

As participation in politics has declined, many of us have tried to compensate for our political inertia by plunging headlong into civic virtue. Better schools, traffic safety, slum clearance, church, hospital and health drives, CARE, fire prevention—there's hardly a community activity in which business and advertising people have not played a prominent part. Worthwhile though such civic participation is, it's not a substitute for political participation.

Civic leadership cannot fill the vacuum in political leadership. This void will be filled only when all good citizens, advertising people included, take an active part in running the political party of their choice. Advertising people have built a magnificent record in civic leadership. Let us now win our spurs in an even more vital area—political leadership. As advertising specialists, we are reminded by President Eisenhower that it is "vitally important for the specialist in every field to understand that his first responsibility to himself and to his country is to be a good citizen."

We advertising people must dare to get involved in politics. First, because we want to be good citizens; secondly, because advertising is an idea business. Our business, blessed with so many creative people, can provide the kind of imaginative leadership that our political parties so desperately need. Sharing our talents in behalf of cleaner and sounder politics is a good way to repay part of the mammoth debt we owe this country for all that it has done for us.

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Modern advertising is the most powerful instrument for public persuasion and betterment that has ever been developed. Never before in history has so much power resided in the hands of so few. This is a sacred trust and thanks to the vision and initiative of the men we salute today, more and more advertising people are responding to the challenge. But the time has now come to turn advertising know-how into political know-how—to become political leaders instead of political followers.

Let us then enlist advertising excellence in the pursuit of political excellence. The first step for each of us in the advertising industry is to join the political party of our choice. Attend all meetings. Be a doer, not a spectator. Take an active part in party affairs and exert a real influence in running the party. Even if some of us are independent voters, it is still essential that we become active in the party that is nearest to our views. Only in this way will we get better candidates to run for office. Only in this way will we get cleaner politics and better government.

Such a nationwide political renaissance, accomplished under advertising leadership, will revitalize our free society in an area where it is now most vulnerable. It will also create an authentic image of the advertising business that will warm the hearts of our countrymen.

I'd like to recall a turning-point in the life of a great American whose centennial

we recently celebrated. A few years after graduation from Harvard, young Teddy Roosevelt joined a political party. Some of his snobbish classmates raised their eyebrows in horror: "Just think, rubbing shoulders with those nasty, ruffian politicians! Why should a well bred, educated man take part in the rough and tumble of party politics?" Teddy gave them a devastating answer—one that all of us might well ponder today.

"I answered that, if this were so, it merely meant that the people I knew did not belong to the governing class, and that the other people did—and that I intended to be one of the governing class. . . . In a republic like ours," he continued, "the governing class is composed of the strong men who take the trouble to do the work of government and, if you are too timid, or too fastidious, or too careless to do your part in this work, then you forfeit your right to be considered one of the governing and you become one of the governed instead—one of the political cattle of the political arena."

Are we the weak or the strong? Are we going to be timid or courageous? Shall we be the *governed*, or the *governing*?

## Atlanta LWV Studies Metropolitan 'Confusion'

"Formula for Confusion" is the term used by the League of Women Voters of Atlanta, covering Fulton County, to describe the governmental setup in its metropolitan area. Atlanta lies across at least two counties, Fulton and DeKalb, each of which, the league relates, contains nine municipalities besides Atlanta. In addition, numerous other counties and cities are part of the city's metropolitan area.

The league decided to cut across "political boundaries" and invited representatives from the DeKalb and Cobb County

Leagues of Women Voters to serve on its metropolitan committee. This Committee consulted "the only truly metropolitan governmental agency in the area, the Metropolitan Planning Commission," which is advisory only. It found that much voluntary cooperation exists among the various units of government but there is no machinery for automatic handling of mutual problems. Out of the committee's study has come the recommendation that the three leagues set up a joint committee to consider metropolitan problems. This has been agreed upon by the members of each league and identical current agenda items have been adopted.

#### ***Edison Foundation Awards Announced***

Nominations are now open for the fifth annual Edison Foundation National Station Awards to be made to the television station and the radio station "that best served youth." Each winning station will be presented with a scroll honoring it and an Edison Foundation scholarship of \$1,000. Under the terms of the prize, each station will award this scholarship to a high school senior in the community who has been selected by an appropriate committee of local school officials.

All national organizations cooperating with the Edison Foundation are requested to inform their local or affiliate groups about the awards. Local groups may make nominations. Each should be accompanied by a statement of a thousand words describing achievements of the station concerned. Closing date for nominations is November 1, 1959. Further information may be secured from the Committee on Station Awards, Thomas Alva Edison Foundation, 8 West 40th Street, New York 18.

#### ***Grants Made for Internship Programs***

The Citizenship Clearing House has been given a grant of \$23,000 by the Maurice and Laura Falk Foundation for

the "further development of affiliate internship programs in politics during 1959-60." Under the terms of the grant the Clearing House will develop an expanded internship program in five areas: Party headquarters and candidates' offices, state legislatures, political executive offices (e.g., mayors, governors), congressmen's offices, pressure groups and mass communication media. The grant will be employed primarily for the development of undergraduate internships but limited funds will also be allocated to certain experimental graduate programs.

The Ford Foundation has granted \$20,000 to the Eagleton Foundation (at Rutgers—the State University of New Jersey) and the Citizenship Clearing House jointly for a program of national convention fellowships. These will be for instructors of political science in 1960, giving them an opportunity to observe and study the national nominating process while performing working assignments with the delegates. The program calls for placing up to 24 selected political scientists with state delegations to the 1960 Democratic and Republican conventions.

#### ***Freedoms Foundation Announces Awards Program***

The 1959 \$100,000 Awards Program of Freedoms Foundation has now been announced. Awards are for "projects, programs, activities and expressions which effectively contribute to a better understanding of America's heritage of personal liberty." Nominations may be made by anyone—your school's program, your minister's sermon, a teacher's patriotic work, your own essay, a newspaper editorial, your club's community program, etc. Material must have been written, developed or released after November 1, 1958. Deadline for nominations is November 1, 1959. For additional information write to Awards Administration, Freedoms Foundation, Valley Forge, Pennsylvania.

### Citizen Committees Report

Citizen committees appointed last October have now completed their reports on the long range capital improvement program for Anaheim, California. Members have put hundreds of volunteer man-hours into the work of research and recommendations, comments the city's *Newsletter*. Reports have been turned over to the Finance and Legal Committee, which is studying ways and means to finance the proposed program.

### Issues Monthly Report

The Stark County Tax League (Canton, Ohio) announces that it will publish a monthly digest of local tax facts, to be mailed to all members.

### Recent Publications

The League of Women Voters of Arizona (Route 5, Box 362, Tucson) has issued an 80-page compilation of facts on its state. Titled *The State of Arizona* (\$1.00), the pamphlet describes the executive, legislative and judicial branches of the state as well as its "fourth" branch, boards and commissions. Arizona has approximately 100 of these. Additional chapters cover election laws and political parties, counties, municipalities and schools.

*Driver Education—Time of Decision for New York City's High Schools* (twelve pages) has been published by the Citizens Union of the City of New York. The pamphlet comments that the city's "schools are lagging far behind in providing this vital educational experience for young citizens."

The union's *Annual Report of the Chairman for 1958* (twelve pages) describes the many civic projects in which the organization takes part—charter and constitutional revision, court improve-

ments, planning and zoning, housing, ethical standards for public officials, etc.

*King County Government* (36 pages, 25 cents) is described by the League of Women Voters of Seattle. Charts set forth the makeup of the county government and of political parties.

### Strictly Personal

The Allegheny County Civic Club has announced the resignation of Miss HAZELLE B. SCOTT, its executive secretary since 1945. Miss Scott had been with the club for a number of years, working with Miss H. Marie Dermitt, its former secretary. Her work in the civic field has been eulogized by both the *Pittsburgh Press* and the *Sun Telegraph*, the latter commenting that she has "helped create the Pittsburgh of today."

### TAXATION AND FINANCE

(Continued from page 433)

clued that legislatures should require more extensive reporting by them and that their regular board meetings should be open to the press. His article, however, was quite fact filled, particularly for an author having difficulty getting information.

In New York several authorities have been under press attack for failure to open their books for use in the forthcoming political campaign. One faction of the Democratic party sought access to the books of the Triborough Bridge and Tunnel Authority and was refused by the authority's chairman, Robert Moses. This in turn has led to dark hints that something is amiss. It led the *New York World-Telegram and Sun* to suggest that the campaign for more information might be carried to other authorities in the state and that eventually the legislature might have to take action to require more complete reporting.

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Researcher's Digest . . . . . Patricia H. Shumate, Editor

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## Urban Renewal Is World Concern

### Delegates from Twenty Countries and UN Meet

THE proceedings, papers, reports, supplementary and graphic materials of the first International Seminar on Urban Renewal, held at The Hague in August 1958, have been edited by J. Marshall Miller. Titled *New Life for Cities Around the World: International Handbook on Urban Renewal* (Books International, New York, 1959, 233 pages), the book is divided into three parts: background and conclusions, seminar proceedings, and county and city reports on urban renewal programs.

The editor reports that conference deliberations were undertaken with general understanding of three fundamental concepts:

First, there are three kinds of urban renewal — redevelopment, rehabilitation and conservation.

Second, urban renewal projects form an integral part of the general city plan. Renewal programs involving circulation, density, relocation, maintaining or creating community centers, preserving or increasing economic and social stability, can only succeed as these plans are cast within the framework of broader and more general plans for the entire city.

Third, urban renewal programs encompass the political, social and economic aspirations of the community. "Effective urban renewal generally encompasses projects of sufficient magnitude to effect both private and public uses and ownership of land. . . . The art of combining private and responsible public enterprise varies greatly country to country and perhaps more so between cities. The aspiration of the community and the vision

of the citizenry and their leaders is generally reflected in the extent, character and dynamics of the renewal program."

Subjects of the five working sessions of the conference were: (1) Renewal as an integral part of the general city plan, (2) renewal relative to land use and circulation, (3) renewal areas—appraisal and selection, (4) renewal studies and proposals, and (5) renewal programs—their accomplishment.

Thirty-three persons, representing twenty countries and the United Nations, attended the seminar. They considered "the problems of accommodating old inherited city centers to the expanding characteristics of today and the anticipated rapid urban growth of the future. To some participants the adaptation of these old urban centers to the needs of larger cities was chiefly a matter of demolishing nineteenth century development and replacing it with new construction to meet modern standards. To others, the problem appeared chiefly as a delicate application of contemporary measures while preserving ancient monuments. To still others, the issue was one of raising standards in the worst areas to a tolerable level to tidy up the city until higher incomes could make higher standards possible."

The editor outlines conclusions which "grew out of formal and informal debate" in the conference sessions and which he believes, "reflect the opinions of most, if not all, of those participating in this International Seminar on Urban Renewal."

## Bureaus Study County Government

*The County Board of Supervisors: Its Duties and Powers* (Bureau of Social and Political Research, Michigan State University, East Lansing, 1959, 161 pages) describes the position, legality and his-

tory of Michigan county government; organization of the county board of supervisors, its meetings, general powers and express duties; and public offices, agencies and functions with which the board is directly connected.

Gladys M. Kammerer, in *County Home Rule* (Public Administration Clearing Service, University of Florida, Gainesville, 1959, 19 pages), discusses the modern-day county and enumerates the arguments for and against home rule. She concludes that, under certain conditions, counties should be free to adopt home rule under broad constitutional provisions. "But the way should also be left open under the state constitution to apply other types of solutions to the problems of multi-county urban areas on a local-action or state-sponsored basis."

A report of the Iowa Legislative Research Bureau, *Some Possibilities for Consolidation of Offices or Functions Within Counties* (Des Moines, 1959, 29 pages), suggests such possibilities within and between counties and discusses considerations which should be made about combining any offices.

### **Land for Industry And City Hall**

*Land for Industry—the Pennsylvania Case: The Problem, the Action Required of Municipalities*, by Robert A. Sigafos (Institute of Local Government, Pennsylvania State University, University Park, 1959, 89 pages), takes an other than customary approach in examining the major components of industrial location and development. The study emphasizes the actions of municipal government rather than contributions of state government, non-profit community industrial development groups, local chambers of commerce, or industry itself. The survey observed that the "land for industry" phase of local or regional economic development programs has been seriously neglected by local government." "What 'city hall' does is indeed of vital importance."

Pennsylvania local and regional areas are sources of data for the survey.

### **How to Service Fringe Areas**

Cities generally have tried to provide urban-type services to their outlying communities by at least two methods, reports Eugene H. Denton in *Extension of Municipal Services to Fringe Areas* (Governmental Research Center, University of Kansas, Lawrence, 1959, 32 pages). One method is by annexation of the areas and another is by extension of municipal services, usually involving a fee. This study deals with the latter method, used by Kansas cities with populations of 10,000 or more.

### **Organizations Compile Local Legislation**

Two research groups have compiled certain state legislation pertaining to local government. The Institute of Public Affairs of the University of Iowa in co-operation with the League of Iowa Municipalities has issued its fifth biennial survey of local legislation, *New Iowa Laws Affecting Local Government 1959* (Iowa City, 41 pages, \$1.00). It is intended to "provide local officials a guide to the subject matter of the new statutes that add to or modify their duties or that relate to them personally." Measures of interest to county, city, town, school and special district personnel are included.

*Permissive Legislation for Municipalities in Massachusetts*, by Edward T. Dowling of the University of Massachusetts Bureau of Government Research (Amherst, 32 pages), lists actions the state permits its cities and towns to take in such areas as education, elections, finance and planning. The report also contains examples of special permissive laws enacted since 1946 for particular municipalities.

### **Greater Boston Studied**

The Greater Boston Economic Study Committee has released the first two reports in its economic base series. *The Labor Force of Greater Boston*, by Everett J. Burtt, Jr., (June 1959, 25 pages) describes the age, sex and skill characteristics of Boston's labor force and projects for 1960 and 1970 its size by sex and age categories.

*The Population of Greater Boston Projected to 1970*, by Frank L. Sweetser (June 1959, 16 pages), also makes projections by broad age and sex groupings.

### **Place of Work and Home**

The Westport (Connecticut) Planning and Zoning Commission, in *The Westport Journey to Work* (1958, eleven pages, map) relates where Westport residents work and where non-residents working in the town live. Two purposes of the study, among others, are to evaluate transportation needs and to provide some estimation of the effect of creating more work opportunities in Westport.

### **Cite Impact of Tax Changes**

The Hawaii territorial legislature enacted a major tax revision in 1957 and directed the University of Hawaii to assess the impact of the changes upon the economy. *Some Effects of Hawaii's 1957 Tax Law*, by R. M. Kamins, J. T. Keeler, Y. S. Leong, C. W. Peters, P. F. Phillip, D. M. Slate and C. T. Tanimura (Honolulu, 1959, 118 pages) is the university's report. The authors remark that much work remains to be done before major economic effects of tax law changes can be stated with confidence. A useful start has been made.

### **Metro Problems**

A February 1959 publication of the Ohio Legislative Service Commission, *Selected Metropolitan Area Problems* (Columbus, 70 pages), singles out the

municipal income tax, mass transportation and alternative forms of county government for study.

### **Texas Constitution Studied**

The Citizens Advisory Committee on Revision of the Constitution of Texas issued its *Interim Report to the 56th Legislature and the People of Texas* on March 1, 1959 (62 pages). The report includes a brief historical sketch of constitutional development in Texas, a discussion of the nature of constitutions, types of changes needed in the Texas document, and a description of possible procedures for constitutional change.

### **Bibliography**

"One important problem facing modern organizations is that of finding appropriate means of evaluating accomplishment," writes Paul Wasserman in *Measurement and Evaluation of Organizational Performance, An Annotated Bibliography* (Graduate School of Business and Public Administration, Cornell University, Ithaca, New York, 1959, 117 pages). There is much published material bearing upon the subject; this bibliography is a systematic reference source for these contributions.

### **Renewal Plan**

Infusing life into downtown business areas has become a major preoccupation of city officials and other civic leaders in communities all across the nation. A recently released report, *Planning Syracuse, 1958* (Department of City Planning), describes the problems encountered in the central business district of Syracuse, New York, and the program suggested to strengthen the economy of the central area.

### **Municipal Incorporation**

Unprecedented growth in many township areas has created problems involving the health, safety and general welfare of the community. One means of providing

services in these areas is through some type of municipal incorporation. The University of North Carolina's Institute of Government, in *Havelock, N. C.: A Report on Incorporation* by Warren Jake Wicker (Chapel Hill, March 1959, 56 pages), analyzes the present situation in this community and describes generally the advantages and disadvantages of incorporation for the area and its citizens.

#### **Tennessee Special Districts**

Urban type services in the fringe areas of cities are frequently inadequate. Attempts to correct this condition have often been made in the form of special districts with limited functions, a remedy to which Tennessee has resorted. The development of the district in the state is described by Arthur B. Winter in *The Tennessee Utility District: A Problem of Urbanization* (Knoxville, University of Tennessee Press, 1958, 100 pages).

#### **With the Research Bureaus**

Five government studies are being planned by the Research Committee of the Municipal League of Seattle and King County. Special project subcommittees will conduct the research. The subcommittees and their areas of study are: excess levy requirements, role and function of county government, city home rule, campaign expenses and election reform.

Rutgers University has received a \$750,000 grant from the Ford Foundation for an experimental five-year urban extension program in New Jersey. An Urban Research and Extension Center will be established. The program's goal is to apply the university's research resources to the complex problems of New Jersey's urban communities.

Washington State Research Council is releasing a new membership publication, *Research Council Comments*, designed to provide facts about state governmental operations. The publication will carry series of reports on such topics as the

state general fund, public assistance costs and programs, and bonded debt and its management.

The University of Washington's Bureau of Governmental Research and Service relates its past experiences, policies and practices in *Twenty-Five Years of Governmental Research and Service* (the bureau, Seattle, 1959, 77 pages).

#### **New Government Manuals**

The first manual on state and local government in Louisiana, *The Government of Louisiana*, has been prepared by the staff of the Louisiana Legislative Council (Baton Rouge, 1959, 405 pages).

The University of Alabama Bureau of Public Administration has considerably revised its 1942 state manual. *Alabama Government Manual* (University, 1959, 234 pages) describes the organization and functions of the state's government agencies, classified under the executive, legislative and judicial branches.

*A Citizen's Handbook of County Government in Illinois*, by Irving Howards and Robert W. Richey (Local Government Center, Southern Illinois University, Carbondale, 1959, 60 pages), covers such topics as county government organization, powers, services and tax structure.

#### **New Research Agencies**

Two government research agencies have recently been established, Civic Affairs Research in Muskegon, Michigan, and Galveston County Research Council in Texas City, Texas.

The Muskegon agency, sponsored by the West Michigan Steel Foundry Company, will be devoted to a variety of local and regional problems. Ralph W. Conant, a former National Municipal League staff member, is director.

The Galveston County agency is headed by Clarence J. Ziegler, former executive secretary of the Lehigh County branch of the Pennsylvania Economy League.

# Books in Review

## Water Development

TECHNOLOGY IN AMERICAN WATER DEVELOPMENT. By Edward A. Ackerman and George O. G. Löf, with assistance of Conrad Seipp. Homewood, Baltimore 18, The Johns Hopkins Press, 1959. xv, 709 pp. \$10.

This impressive volume illustrates the complementary roles of an emerging technology and dynamic public administration in the political process. The book deals with water development but its thesis, approach and methodology are equally applicable to other resource classifications such as land, forests, minerals and nuclear energy. Technology and administrative organization both are increasingly important in decision-making over a wide range of governmental problems.

The study was designed to introduce engineers and physical scientists to the administrative problems which stem from their work. Equally important, it seeks to help officials and citizens interested in public administration to bring the technical horizon into focus. The book serves both functions well. Each group will find in it valuable reference material and challenging new ideas and concepts.

Incidentally, it is a relief to have the Tennessee Valley Authority discussed and evaluated not in terms of the private-public power controversy but in reference to the agency participation in and contribution to resource utilization. The real and lasting significance of the experiment which is TVA will be found in the broad field of water development.

*Technology in American Water Development* is exhaustively prepared and well written. It will serve students of water development as a standard reference work for a long time to come and is in every way a worthy addition to the series of studies which have been prepared by the staff of Resources for the Future. The book is attractively published and

supplemented with a valuable bibliography and glossary. A fold-in map of the nation's electric utility systems is an example of the useful information it presents which is not readily available elsewhere.

LAWRENCE L. DURISCH  
Tennessee Valley Authority

## Year Book

THE MUNICIPAL YEAR BOOK 1959. Orin F. Nolting and David S. Arnold, Editors, and John J. Hunnewell, Associate Editor. Chicago 37, The International City Managers' Association, 1959. x, 606 pp. \$10.

This volume, bringing down to date numerous categories of statistical information, most of it unique, carries with it as usual some useful new features: metropolitan areas, a review of the year's developments and proposals along with a tally of annexation developments; urban counties, relating the excursions of the year by counties into the municipal type of services in various places plus the programs of 43 state associations of county officials. A section on special assessments provides information on their use in 876 cities of 10,000 population or more. Another compilation on city planning sets forth fresh data in a similar comprehensive list of cities as to major zoning and planning activities. Urban renewal ventures for the past ten years and projects in the planning stage have been accumulated for 250 cities, and there are new facts recorded on police and fire departments and traffic engineering.

One fact among the alleged 100,000 in this solid work is of high satisfaction to the National Municipal League—the disclosure that in 1958 council-manager cities inched ahead of the once universal and now next largest group, the mayor-council municipalities, in cities over 10,000 population. The score at the end of 1958 was 562 to 561.

This important annual, full of specific information on the organization, personnel, finances and activities of urban government in the United States, is a must for the researcher, teacher and practitioner of local government.

### **Political Parties**

**THE CONDITION OF OUR NATIONAL POLITICAL PARTIES.** An Occasional Paper on the Role of the Political Process in the Free Society. By Stephen K. Bailey. New York, Fund for the Republic, 1959. 24 pp. Single copy free.

Professor Bailey asserts that our national political parties are intertwined with the difficulties and opportunities facing the United States, that modest changes in the party system would provide government with more sustained and responsible power, and that shifts in our "social and economic life" now make these changes possible. The substance of the study is a description of our present parties and the proposal of nine political reforms designed to strengthen party government.

P.H.S.

### **Management Practices**

**MANAGEMENT PRACTICES FOR SMALLER CITIES.** By Robert L. Brunton and Jeptha J. Carrell. Chicago, The International City Managers' Association, 1959. xiv, 430 pp. \$7.50.

A prime contribution of the council-manager movement to American municipal history was the upgrowth of the profession of city managers. Following that, we have the upgrowth of professional literature of city management, the cream of it—perhaps nearly all of it—being the technical literature on central and departmental problems accumulated and distributed by the secretariat of The International City Managers' Association at Chicago. This technical literature has been accumulating there since 1934, used in correspondence courses for in-service training of managers and department

heads and subjected to incessant elaboration and correction through the years.

This new volume, lightened with casual cartoons, illustrations of actual operations in selected cities and a great collection of ready-made forms, remains readable and richly suggestive in every paragraph. Check lists at the end of every section give a manager—or a mayor or department head—a chance to rate his own local practice for completeness and modernness. They add up to 544 queries wherewith a manager might make unschooled routinist subordinates stammer.

In the first chapter are condensed bits of wisdom for the manager who is young and green in the task of building a loyal team of eager beavers, e.g., "Use of authority and the threat of discipline is one of the weakest tools of leadership. . . . The executive must permit his subordinates the widest possible participation in the formulation of plans and policies. . . . Subordinates must be delegated the broadest possible authority to use their initiative and discretion. . . . The basic needs [of subordinates as such] . . . can be reduced to four general classifications: recognition, security, opportunity and belonging."

In the case of departmental techniques this reviewer is equipped to testify only to the clarity of the presentations; in the advice to young executives, he certifies, out of 50 years of corporation experience, that this volume is a classic!

R.S.C.

## **Additional Books And Pamphlets**

### **Accounting**

**PROCEEDINGS OF THE FIFTH GOVERNMENTAL ACCOUNTING AND FINANCE INSTITUTE,** April 20-21, 1959. Austin, University of Texas, Institute of Public Affairs, in Cooperation with Texas Municipal League, Texas Chapter of Municipi-

pal Finance Officers Association, and Association of City Clerks and Secretaries of Texas, 1959. 73 pp.

#### Air Pollution

AIR POLLUTION CONTROL. By W. L. Faith. New York, John Wiley & Sons, Inc., 1959. vii, 259 pp. \$8.50.

#### Airports

AIRPORTS FOR JETS. By John E. Peterson. Chicago 37, American Society of Planning Officials, 1959. 94 pp. \$2.50.

#### Apportionment

METROPOLITAN AND OUTSTATE ALIGNMENTS IN ILLINOIS AND MISSOURI LEGISLATIVE DELEGATIONS (Reprint). By David R. Derge. Washington 6, The American Political Science Association, *American Political Science Review*, December 1958. 14 pp.

#### Charter Revision

CONSIDERATIONS FOR REVISING THE CITY CHARTER (Second Interim Report.) Syracuse 2, New York, Syracuse Charter Revision Committee, May 8, 1959. 40 pp. Charts.

#### Democracy

AMERICAN DEMOCRACY IN THEORY AND PRACTICE. National, State and Local Government. (Third Edition.) By Robert K. Carr, Marver H. Bernstein, Donald H. Morrison and Joseph E. McLean. New York, Rinehart & Company, 1959. xxx, 1024 pp. \$7.25.

#### Disaster

CONVERGENCE BEHAVIOR IN DISASTERS. A Problem in Social Control. By Charles E. Fritz and J. H. Mathewson. Washington, D. C., National Academy of Sciences—National Research Council, Committee on Disaster Studies, 1957. ix, 102 pp. \$2.00.

#### Downtown Areas

THE HUB OF TOLEDO—DOWNTOWN. Part I; Part II, Land Use; Part III,

Circulation. Toledo 4, Toledo-Lucas County Plan Commission, 1959. 13, 44 and 44 pp. Maps.

A REPORT ON DOWNTOWN BOSTON. Boston, Greater Boston Economic Study Committee, May 1959. Variously paged. Illus.

#### Educational Television

THE SUPERINTENDENT'S VIEWPOINT ON EDUCATIONAL TELEVISION. Panel Discussion before the Region I Conference of the National Association of Educational Broadcasters, New York, September 20, 1958. New York 18, Thomas Alva Edison Foundation, March 1959. 28 pp.

#### Historic Areas

COLLEGE HILL. A Demonstration Study of Historic Area Renewal. Providence, Rhode Island, City Plan Commission in Cooperation with the Providence Preservation Society and the Housing and Home Finance Agency, 1959. ix, 213 pp. Illus.

#### Intergovernmental Relations

DESCRIPTION OF MAJOR SERVICES AVAILABLE TO CITIES. SERVICES PROVIDED BY THE COUNTY OF LOS ANGELES TO CITIES IN LOS ANGELES COUNTY AS OF MARCH 10, 1959. Los Angeles 12, Chief Administrative Office, County-City Services Division, 1959. 8 and 6 pp. respectively.

#### Judicial Decisions

THE STUDY OF JUDICIAL DECISION-MAKING AS AN ASPECT OF POLITICAL BEHAVIOR. By Glendon A. Schubert. (Reprinted from *The American Political Science Review*, December 1958.) East Lansing, Michigan State University, Bureau of Social and Political Research, 1959. 18 pp.

#### Local Government

AREA AND POWER. A Theory of Local Government. By Paul Ylvisaker, Robert C. Wood, York Willbern, J. Stefan

Dupré, Stanley Hoffman and Samuel P. Huntington. Edited by Arthur Maass. Glencoe, Illinois, The Free Press, 1959. 224 pp. \$5.00.

PROBLEMS OF LOCAL GOVERNMENT RESULTING FROM THE HALL VS. CITY OF TAFT CASE DECISION. Final Report of the Assembly Interim Committee on Municipal and County Government. Sacramento, Assembly of the State of California, 1959. 23 pp.

#### *Metropolitan Areas*

CONCEPTS IN METROPOLITAN GOVERNMENT. Final Report of the Assembly Interim Committee on Municipal and County Government. Sacramento, Assembly of the State of California, 1959. 28 pp.

GROWTH GUIDE FOR THE DENVER REGION! Denver, Inter-County Regional Planning Commission, 1959. 40 pp. Illus. Maps. \$3.00.

LOOKING AHEAD 1958-1980. A General Plan for the Maryland-Washington Regional District. Riverdale, Maryland, The Maryland-National Capital Park and Planning Commission, August 1959. 96 pp. Illus. Maps.

METROPOLITAN TORONTO—1959. Toronto, The Municipality of Metropolitan Toronto, 1959. 42 pp. Illus.

#### *Payrolls*

PROBLEMS OF PAYROLL PREPARATION COSTS. New York 17, Citizens Budget Commission, July 13, 1959. 18 pp.

#### *Planning*

THE LUZERNE COUNTY PLANNING COMMISSION. Wilkes-Barre, Pennsylvania Economy League (Central Division), 1958. 10 pp.

#### *Police and Firemen*

PHILADELPHIA UNIFORMED FORCES COMPENSATION STUDY. Prepared for the Philadelphia Council. Philadelphia 7, Bureau of Municipal Research and Penn-

sylvania Economy League (Eastern Division), March 1959. viii, 123 pp. \$2.50.

A STUDY AND SURVEY OF MUNICIPAL POLICE DEPARTMENTS OF THE STATE OF NEW JERSEY. By Donal E. J. MacNamara. Trenton, New Jersey Law Enforcement Council, 1958. 127 pp.

#### *Political Parties*

THE LEXINGTON DEMOCRATIC CLUB STORY. By James S. Ottenberg. New York 21, The Club, 1959. 48 pp.

#### *President*

THE MAN IN THE WHITE HOUSE. His Powers and Duties. By Wilfred E. Binkley. Baltimore 18, The Johns Hopkins Press, 1959. 314 pp. \$6.00.

#### *Pressure Groups*

MAJOR ECONOMIC GROUPS AND NATIONAL POLICY. By Grant McConnell. (The American Round Table on People's Capitalism, Part III, Held at University of Chicago, October 22, 1958) Chicago, The Advertising Council, 1959. 62 pp. 25 cents.

#### *Public Assistance Personnel*

PUBLIC ASSISTANCE PERSONNEL: EDUCATIONAL REQUIREMENTS AND TRAINING FACILITIES. By Kermit T. Wiltse. Berkeley 4, University of California, Bureau of Public Administration, February 1959. 59 pp. \$2.00.

#### *Relocation*

RELOCATION PLAN: SLUM AREA LABOR MARKET, SACRAMENTO. A Demonstration Project. By Davis McEntire. Sacramento, California, Redevelopment Agency in Conjunction with the Housing and Home Finance Agency, January 1959. 48 pp. Illus.

#### *State Attorneys*

THE LAWYER IN MICHIGAN STATE GOVERNMENT. By William L. Steude. Ann Arbor, University of Michigan, In-

stitute of Public Administration, 1959. 69 pp.

#### **State Government**

COORDINATING CALIFORNIA'S GOVERNMENTAL PROGRAMS. By James R. Bell. Berkeley, University of California, Bureau of Public Administration, March 1959. 64 pp. \$2.00.

#### **Subdivisions**

MUNICIPAL SUBDIVISION REGULATIONS. Reservation of Recreational and Open Spaces. White Plains, New York, Westchester County Department of Planning, April 1959. 8 pp.

#### **Taxation and Finance**

COSTS OF COUNTY GOVERNMENT IN MONTANA. By Roland R. Renne. Bozeman, Montana State College, Montana Agricultural Experiment Station, June 1958. 35 pp.

FISCAL ADMINISTRATION IN GROWING MUNICIPALITIES. By George M. Hansen, Edmund W. Grens, Samuel P. Hoyle, Harry A. Young and David Green, Jr. Chicago 37, Municipal Finance Officers Association of the United States and Canada, *Municipal Finance*, May 1959. 32 pp. 50 cents.

FISCAL CROSSROADS FOR NEW YORK—1959. New York 17, Citizens Budget Commission, Inc., April 1959. 16 pp.

LOCAL GOVERNMENT FINANCIAL STATISTICS—1956. Volumes I and II. Harrisburg, Pennsylvania Department of Internal Affairs, Bureau of Municipal Affairs, Division of Local Government Financial Statistics, 1959. iv, 603 pp.

LOCAL TAX LEGISLATION IN 1957 AND 1958. Part I: State Legislation Affecting Local Taxation; Part II: Local Tax Legislation. By Jeanne-Louise Haviland. Princeton, New Jersey, Tax Institute, *Tax Policy*, February-March 1959. 16 pp. 50 cents.

MUNICIPAL PROPERTY AND NONPROPERTY TAXES. Selected Bibliography. Chicago 37, Municipal Finance Officers

Association of the United States and Canada, June 1959. 10 pp.

NEW TAXATION FOR NEW JERSEY. How Much and for What? Trenton, New Jersey Taxpayers Association, June 1959. 23 pp.

#### **Tort Liability**

'ACTIVE WRONG-DOING' AND THE SOVEREIGN-IMMUNITY PRINCIPLE IN MUNICIPAL TORT LIABILITY. (Reprint) By Jewell Cass Phillips. Eugene, University of Oregon, *Oregon Law Review*, February 1959. 35 pp.

#### **Town-College**

SERVICE AND FINANCIAL RELATIONSHIPS WITH INSTITUTIONS OF HIGHER LEARNING IN THE TOWN OF AMHERST, MASSACHUSETTS. A Survey Report. Chicago 37, Public Administration Service, March 1959. 67 pp.

#### **Township Government**

TOWNSHIP GOVERNMENT IN IOWA. Cedar Rapids, Iowa, Coe College, 1959. 19 pp.

#### **Urban Areas**

CHANGING PATTERNS OF URBAN GROWTH 1959-1975. By Homer Hoyt. Washington 6, D. C., Urban Land Institute, *Urban Land*, April 1959. 6 pp. \$1.00.

AN EVENT TO REMEMBER. Pictorial record of "Our Town"—an Exhibition Held at the Newark Museum November 13, 1957—March 16, 1958. Newark, New Jersey, Newark Museum, 1958. 52 pp.

REPORT OF THE INTERIM URBAN PROBLEMS COMMITTEE TO THE 1959 WISCONSIN LEGISLATURE. Madison, the Committee, January 1959. 81 pp.

#### **Water**

WATER FACTS FOR THE NATION'S FUTURE. Uses and Benefits of Hydrologic Data Programs. By Walter B. Langbein and William G. Hoyt. New York 10, The Ronald Press Company, 1959. xiv, 288 pp. \$5.00.

## Review Enlists Two In Biggest States

Two new state correspondents for the NATIONAL CIVIC REVIEW, one from the largest state and the other from the ex-largest state in the union, are:

Stephen J. Matthews, executive director, Texas Municipal League, formerly city manager of San Antonio and other Texas cities. With the exception of the years 1943 to 1946, when he served as a lieutenant in the Navy, Mr. Matthews was city manager of various cities in his



Stephen J. Matthews



Mrs. Lucy Mick

home state from 1939 to 1958. He is a member of the executive board of the American Municipal Association and has served as president of the Texas City Managers' Association and vice president of the International City Managers' Association. He has written many articles for *Public Management* and other professional publications.

Mrs. Lucy Mick, executive secretary, League of Alaskan Cities, who is also a member of the Palmer, Alaska, City Planning Commission. Mrs. Mick, wife of Dr. Allan H. Mick, joint director of the University of Alaska Agricultural Experiment Station and of the Extension Service, is former editor and librarian of the Agricultural Experiment Station, former editor of the *Valley Frontiersman*, and served for four years as a member of the Palmer city council.

She was a vice president of the League of Alaskan Cities several years ago and is a former secretary of the Matanuska Valley Chamber of Commerce.

### Stickers by the Million

Approximately five million red, white and blue "All-America City" envelope stickers produced by the Phoenix Clearing House Association have been distributed to their customers by local banks, it was announced recently. The stickers, the size of a large postage stamp, symbolize the fact that Phoenix was one of the winners of the 1958 awards in the competition sponsored jointly by the National Municipal League and *Look Magazine*.

### To Host Delegates

(Continued from page 393)

the Mississippi; the small arms museum at the Springfield Armory, founded by George Washington; Springfield's famous Forest Park with its rambling gardens and zoo; and a tour through some of the residential areas that have given Springfield the sobriquet "City of Homes." The tour will terminate with tea at the Museum of Fine Arts.

Another tour of campuses of famous New England colleges close to Springfield is scheduled for wives on Monday afternoon. Among the schools are Mount Holyoke, Smith, Amherst, University of Massachusetts, Springfield, American International and Western New England.

Details for a post-conference trip Wednesday afternoon to Old Sturbridge Village, a faithfully reconstructed colonial village, are being worked out.

### John D. Langmuir Dies

John D. Langmuir, New Hampshire state correspondent for the REVIEW and former president of the New Hampshire Taxpayers Federation, died recently.



League President Cecil Morgan, left, receives Distinguished Service Award medal from Admiral Felix Stump.

## League, Look Get Freedoms Award

Cecil Morgan, League president, accepted the Distinguished Service Award medal of the Freedoms Foundation on behalf of the League at a staff luncheon given by *Look Magazine* at the Waldorf Astoria Hotel recently.

The award was given jointly to the League and *Look* for their co-sponsorship of the All-America Cities program. The presentation was made by Admiral Felix Stump, president of Freedoms Foundation, and formerly commander of the Second Fleet, commander of the Air Force of the Atlantic Fleet and, during World War II, director of intelligence of the Combined Allied Operations in the Pacific.

Gardner Cowles, president and editor of *Look*, accepted the award for the magazine. Approximately 350 *Look* employees and staff members were present at the luncheon and witnessed the presentation.

This was the fourth year in which the League and *Look Magazine* received the award.

Granite City, Illinois, went all out in celebrating its All-America City status on July 4. A parade of 52 floats and the explosion of a mock atomic bomb were highlights of the day-long festivities. Photo shows presentation of a Trophy of Achievement to Granite City's "All-America Girl," Kay Griffith, who was chosen for the honor from among 15,000 students in the community, by Roderick Schoenlank, executive secretary of the Tri-Cities Chamber of Commerce.

## All-America Honor Sought by Over 300

More than 300 entry blanks have been requested by civic leaders, chambers of commerce, leagues of women voters, utility companies and other organizations wishing to enter their communities in the 1959 All-America Cities contest.

Nominations for this most coveted civic honor must be submitted on or before September 21. A screening committee will study all entries and select 22 cities which will then be invited to present their cases to the All-America Cities jury which meets for two days in conjunction with the National Conference on Government in Springfield, Massachusetts, November 15-18.

The jury will pick the eleven winning cities which, after final investigation, will be jointly announced by *Look* magazine and the National Municipal League, co-sponsors of the contest.

## Completes National Swing

Allen H. Seed, Jr., League assistant director, addressed a group of business and civic leaders of Lincoln, Nebraska, during a recent 5,000-mile field trip. He also spoke before the Kiwanis Club of New Haven, Connecticut, in July.



## Tools for Achieving Better Government

Citizen groups often turn to the League for help in achieving better government in their locality. Listed below are some of the tools available to them:

### Campaign Pamphlets

Story of the Council-Manager Plan, 36 pages (1959) .....	.20
Charts: Council-Manager Form, Commission Form, Mayor-Council Form (14½ x 22"), 50 cents each, set of three .....	1.00
Forms of Municipal Government—How Have They Worked? 20 pages (1958) .....	.25
Facts About the Council-Manager Plan, 8 pages (1959) .....	.05
City Employees and the Manager Plan, 4 pages (1959) .....	.05
Comments of Labor Union Leaders in Council-Manager Cities (mimeographed), 6 pages (1959) .....	.10
P. R. [Proportional Representation], 12 pages (1955) .....	.05
The Citizen Association—How to Organize and Run It, 64 pages (1958) .....	1.00
The Citizen Association—How to Win Civic Campaigns, 64 pages (1958) .....	1.00
(The two pamphlets above may be purchased together for \$1.50)	

### Model Laws

Model Accrual Budget Law, 40 pages (1946) .....	.75
Model Cash Basis Budget Law, 42 pages (1948) .....	.75
Model City Charter, 172 pages (1941) .....	1.50
Model County and Municipal Bond Law, 54 pages (1953) .....	1.00
Model County Charter, 109 pages (1956) .....	1.50
Model Direct Primary Election System, 46 pages (1951) .....	1.00
Model Investment of State Funds Law, 38 pages (1954) .....	1.00
Model Municipal Revenue Bond Law, 31 pages (1958) .....	1.00
Model Real Property Tax Collection Law, 60 pages (1954) .....	1.00
Model State and Regional Planning Law, 73 pages (1955) .....	1.00
Model State Civil Service Law, 32 pages (1953) .....	.75
Model State Constitution, 63 pages (1948) .....	1.00
Model State Medico-legal Investigative System, 40 pages (1954) .....	.50
Model Voter Registration System, 56 pages (1957) .....	1.00

### Other Pamphlets and Books

American County—Patchwork of Boards, 24 pages (1946) .....	.35
Best Practice Under the Manager Plan, 8 pages (1957) .....	.15
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